

17455.  
SC3 2: Au 25

UMASS/AMHERST  
312066 0273 8408 1

Government Documents  
Collection  
1 13/3  
University of Massachusetts

**MASSACHUSETTS  
GENERAL COURT**



**JOINT COMMITTEE  
ON POST AUDIT  
and  
OVERSIGHT**

**Audit of  
Boston State College  
Faculty Workload**

*Legislative*  
Post Audit and Oversight Bureau

**APRIL 14, 1975**

**JOINT COMMITTEE ON  
POST AUDIT AND OVERSIGHT**

Senator Francis X. McCann, Senate Chairman

Senator Arthur H. Tobin, Vice-Chairman

Senator John J. Conte

Senator Walter J. Boverini

Senator Anna P. Buckley

Senator Ronald C. MacKenzie

Representative Gerald P. Lombard, House Chairman

Representative William Kitterman, Vice-Chairman

Representative John F. Coffey

Representative Felix R. Perrault

Representative Anthony P. McBride

Representative Henry J. O'Donnell, III

Representative Raymond L. Flynn

Representative John Rucho

Representative Garreth J. Lynch

Representative Peter H. Lappin

Representative Gerald M. Cohen

Representative Thomas C. Norton

Representative Robert C. Reynolds

Representative Bruce N. Freeman

Representative Gilbert W. Cox, Jr.

**POST AUDIT AND OVERSIGHT BUREAU**

William H. Finnegan, Director.

# FOREWORD

The Legislative Post Audit and Oversight Bureau was established by Chapter 1008 of the Acts of 1971, as amended by Chapter 247 of the Acts of 1972. Its purpose is to conduct, under the direction of the Joint Legislative Committee on Post Audit and Oversight of the Massachusetts General Court, a legislative auditing program with special emphasis on performance auditing. For the purposes of the work of the Bureau, the term "performance auditing" is defined as an auditing program conducted for the particular purpose of making an appraisal or evaluation of the efficiency of operations, the effectiveness of programs, and the faithfulness of administrative compliance with the intent of the legislation and administrative regulations affecting a specific agency of the Commonwealth.

Senator Francis X. McCann serves as the Senate Chairman of the Joint Committee on Post Audit and Oversight by appointment of the President of the Senate, while the Speaker of the House of Representatives has designated Representative Gerald P. Lombard as the House Chairman thereof.

This audit was conducted at the direction of the Joint Committee on Post Audit and Oversight in order to determine the level of faculty workload at the several institutions of higher education which comprise the state college system. This report concerns itself with Boston State College which is the largest of those institutions in terms of appropriations, enrollment, faculty and expenditures.

The audit examined the policy at BSC relating to faculty workload from the standpoint of responsibility for its establishment and implementation, and also determined the actual practices in existence in relation to that policy. This report concentrates on the presentation of factual information, with analysis where required, together with findings and recommendations.

In accordance with policy, copies of this report were delivered to the Board of Trustees of State Colleges, the President of Boston State College and the President of the Boston State College Faculty Federation. (See Appendices A, B, and C.) We requested that they submit in writing their comments on our findings and recommendations and to indicate what action they have taken, if any, or intend to take on our recommendations. The Board of Trustees responded on behalf of itself and the President of Boston State College, which response is appended to this report in the section entitled Agency Response, as is the response of the Boston State College Faculty Federation.

On behalf of the Post Audit Bureau, I wish to note our appreciation to the members of the Joint Committee on Post Audit and Oversight for their assistance in the development of this report and to express our thanks for the cooperation extended by most of those contacted during the period this audit was in progress. Particular appreciation is extended to Dr. Donald Walters, acting Provost of State Colleges, to President Kermit Morrissey of Boston State College, and to Dr. Robert McCarthy and Mr. Richard Tyrell of the administrative staff at the college for their assistance. We regret to report, however, the lack of cooperation by the officers of the Faculty Federation and certain members of the faculty which caused an extensive delay in compiling the data necessary for this report.

WILLIAM H. FINNEGAN  
Director

April 14, 1975





# TABLE OF CONTENTS

<b>FOREWORD</b>	<b>i</b>
<b>AUDIT SUMMARY</b>	<b>1</b>
<b>CONCLUSION</b>	<b>6</b>
<b>INTRODUCTION</b>	<b>7</b>
<b>RATIONALE FOR STUDY</b>	<b>7</b>
<b>OBJECTIVES OF STUDY</b>	<b>7</b>
<b>SCOPE OF STUDY</b>	<b>7</b>
<b>METHODOLOGY</b>	<b>7</b>
<b>BOSTON STATE COLLEGE FACULTY</b>	<b>9</b>
<b>ORGANIZATIONAL STRUCTURE</b>	<b>9</b>
<b>INSTRUCTIONAL FACULTY</b>	<b>9</b>
<b>FACULTY APPOINTMENT AND WORK YEAR</b>	<b>12</b>
<b>SALARY</b>	<b>12</b>
<b>FRINGE BENEFITS</b>	<b>13</b>
<b>MERIT INCREASES</b>	<b>13</b>
<b>STATE COLLEGE POLICY</b>	<b>14</b>
<b>RESPONSIBILITY</b>	<b>14</b>
<b>IMPLEMENTATION</b>	<b>14</b>
<b>POLICY RE FACULTY WORKLOAD</b>	<b>14</b>
<b>FACULTY WORKLOAD</b>	<b>16</b>
<b>INSTRUCTION</b>	<b>16</b>
<b>TEACHING</b>	<b>16</b>
<b>FACULTY-STUDENT CONFERENCE HOURS</b>	<b>21</b>
<b>CLASS SIZE</b>	<b>22</b>
<b>CLASS SCHEDULES</b>	<b>23</b>
<b>RESEARCH</b>	<b>23</b>
<b>SERVICE</b>	<b>24</b>
<b>SURVEY EVALUATION</b>	<b>25</b>
<b>ADDITIONAL FACTORS</b>	<b>26</b>
<b>ATTENDANCE RECORDS</b>	<b>26</b>
<b>ACADEMIC YEAR</b>	<b>26</b>
<b>JUNE ASSIGNMENTS</b>	<b>27</b>
<b>FACULTY WORK WEEK</b>	<b>27</b>
<b>COMMENCEMENT</b>	<b>27</b>
<b>SUMMER SCHOOL</b>	<b>27</b>
<b>ACADEMIC FREEDOM</b>	<b>28</b>
<b>SUMMARY OF FINDINGS</b>	<b>29</b>
<b>RECOMMENDATIONS</b>	<b>32</b>
<b>APPENDICES</b>	<b>33</b>
<b>RESPONSES</b>	<b>37</b>
<b>BOARD OF TRUSTEES OF STATE COLLEGES</b>	<b>37</b>
<b>BOSTON STATE COLLEGE FACULTY FEDERATION</b>	<b>45</b>



# AUDIT SUMMARY

The Board of Trustees of State Colleges has the statutory authority and responsibility to develop and implement policy for the management and control of the institutions of higher education under its jurisdiction. This includes the determination of instructional faculty workload and its several components.

Prior to April, 1972, the Board of Trustees had not enunciated any formal definitive policy relative to faculty workload. The closest it came was in a policy statement on appointments, promotion and tenure issued on January 16, 1967, wherein the Board of Trustees advised that precise conditions of employment would be stated in writing to faculty members at the time of their appointment. This did not occur. The faculty contract form used did not include any such statement, nor was there any formal document in lieu thereof which set forth such details.

In December, 1969, the faculty at Boston State College (BSC) elected the Boston State College Faculty Federation, American Federation of Teachers Local 1943, AFL-CIO, as its exclusive collective bargaining agent. Subsequently, the Board of Trustees entered into negotiations with the bargaining agent relative to conditions of employment of the faculty. As a result, a contract was entered into between the Board of Trustees and the bargaining agent to be effective for the period from April 3, 1972, to June 30, 1974. This contract became, in effect, the stated policy of the Board of Trustees vis a vis the instructional faculty at BSC relative to faculty workload, scheduling, and course assignments.

The article of the contract dealing with the subject matter of faculty workload, scheduling, and course assignments provided, somewhat in the nature of a preamble, that:

Members of the teaching staff of the College shall not be required to teach an excessive number of semester hours of teaching, assume an excessive student load, or be assigned an unreasonable schedule, it being recognized by the parties that the teaching staff has the obligation among others to be available to students, to assume committee assignments, and to engage in research and/or community service.

Based upon this premise, the contract further provided that:

- Twelve (12) semester hours of instruction shall be considered the normal average faculty workload in academic subject areas.
- The normal average class size shall be considered thirty (30) students per class.
- Efforts shall be made to establish teaching schedules so that the time between the beginning of the first teaching period and the end of the last for any one day does not exceed eight (8) hours.

The contract stipulated that the determination of faculty workloads, including course assignments and schedules, was to be made by academic department chairpersons. It also required that each academic departmental committee prepare a table showing clearly the relation of non-teaching equivalency assignments to the heads of teaching sections and to submit the same for approval to the department chairperson. Other equivalent non-teaching duties were also provided for.

## FACULTY WORKLOAD

It is generally and academically recognized that there are three basic components of faculty workload: instruction, research and service. Each of these elements will be considered separately.

### INSTRUCTION

Instruction includes, among its elements, semester hours of classroom contact, non-teaching equivalency assignments, academic counselling, class size and class scheduling.

*Teaching Hours and Equivalencies.* The collective bargaining agreement stipulated that twelve (12) semester hours be considered as the "normal average" faculty workload. It also permits the establishment of non-teaching equivalency assignments which served to reduce the actual number of teaching hours. There was no contractual provision for reductions for teaching equivalencies but such equivalencies were allowed.



During the 1973-74 academic year, there were 344 full-time instructional faculty positions authorized and funded by the Legislature for BSC. Of this number, 306 were filled, including 16 faculty members who were approved for sabbatical or other type leaves of absence. Discounting the 16 faculty on leave, the complement of full-time instructional faculty available for teaching during this academic year totalled 290. This teaching force was supplemented by the use of 48 lecturers on a part-time basis.

Ninety-two (92) faculty members had teaching and non-teaching equivalency assignments which reduced their loads by a total of 379 semester hours\*. The contract contained no standards or criteria, however, by which these reductions were to be quantifiedly determined in relation to the normal average workload requirements. This resulted in marked variations and inequities in teaching loads both within and between academic departments.

*Faculty-Student Conference Hours.* This subject matter is superficially referred to in the contract which provides that one of the obligations of the teaching staff is "to be available to students". This is the full extent of the contract reference. The question is addressed concisely in the BSC Faculty Handbook which stipulated that "faculty members should schedule student-faculty conference hours".

The hours required to satisfy this obligation were not quantified nor were there any standards or criteria to be followed other than a requirement that such schedules, should they be prepared, be placed on file in the academic department office and also posted on the departmental bulletin boards. Little documentation was available from the faculty on this phase of workload, and relatively none from department chairpersons. Analysis indicates that the average time spent by faculty on this phase of workload is six (6) hours per week.

*Class Size.* The contract provided that the normal average class size should be considered thirty (30) students per section. Statistical analysis revealed, however, that the average class size at BSC was 19.9 students per section.

*Class Schedules.* The contract stipulated, in effect, that the time span between the beginning of the first teaching period and the end of the last for faculty members on any one day should not exceed (8) hours. Analysis indicated that the average time span was three and one-third ( $3 \frac{1}{3}$ ) hours.

## RESEARCH

Another contractual obligation of the faculty, albeit an alternative one, was to engage in research and such activity was part of the basis for the rationale whereby constraints were placed upon the number of classroom hours, student load, and class schedules.

Research was neither defined nor quantified and had no direct bearing on faculty workload. Many faculty members did not engage in research, while others claimed that they had no time for research because of heavy teaching loads. Still others were engaging in activities under the guise of research which were pertinent to the advancement of the individual's professional standing and not of direct benefit to the College. Analysis indicated that the average time spent by those with research involvement was five (5) hours per week.

## SERVICE

Service, like research, was neither defined nor quantified but was, according to the contract, a faculty obligation and a component of workload over and above teaching. It was not, however, measured or equated to workload. It generally involved college-related committee activity as well as community service, with the latter being required in addition or as an alternative to research.

There were no standards or criteria governing service activity and little documentation of it. In the area of college-related committee activity, several faculty members indicated no involvement, while others found it difficult to estimate the time spent. Time frames varied from two (2) to thirty (30) hours per week. Analysis determined that the average time spent by those faculty members

\*Source — Boston State College.



participating in committee assignments was four (4) hours per week. With reference to community service, many faculty indicated no involvement, while most indicating involvement gave the impression that they considered any off-campus activity as a community service. Again, analysis indicated that the average time spent in this area of workload was two (2) hours per week. For example:

- Military reserve service on weekends and in the summer.
- Boy Scout and Cub Scout Leaders
- Little League coaching
- Planning Board Member
- School Committee Member

Other responses were less altruistic and evidenced either sarcasm on the part of faculty members or an unawareness of what was expected of them in this area.

## **FACULTY STAFFING**

The Legislature, for several years, has operated on a rule of thumb whereby permanent instructional faculty positions at institutions of higher education are authorized and funded on the ratio of one faculty member for each sixteen students (1:16). Accordingly, based upon an anticipated average enrollment of approximately 5600 students, 344 such positions were approved and funded at BSC for the 1973-74 academic year.

A translation of this ratio into the language of the contract produced a quite different result. When the requirements of the contract, i.e., the normal average workload shall be 12 semester hours and the average class size should be 30 students, are applied against the average student load of 15 semester hours and the average enrollment of 5600 students, the ratio becomes one faculty member for each twenty-four students (1:24). In this instance, the number of faculty positions approved would have been 233 and not 344, a difference of 111 positions and approximately \$1,750,000 in salaries.

It is acknowledged that the number of faculty positions authorized and funded cannot be so inflexible as to interfere with proper instructional activity. It is likewise recognized that the best interests of the Commonwealth and its tax paying citizens would not be served if excessive and unnecessary staffing occurs.

## **FACULTY COMPLEMENT**

The Legislature had authorized and funded 344 full time instructional faculty positions for the 1973-74 academic year. Of this number 306 positions were filled.

All of the faculty holding these positions were employed in accordance with policy established by the Board of Trustees.

## **“03” LECTURERS**

BSC has, since 1971, refrained from hiring full time faculty and supplemented the staff by hiring part-time and full-time lecturers. During the 1973-74 academic year one hundred and seventy-one sections were taught by such lecturers.

The law authorized the hiring of these lectures but vested the authority in the Board of Trustees. Furthermore, lecturers are not considered as members of the professional staff at the college and, consequently, their use in lieu of such staff has no statutory authority since the legal requirement for the Board of Trustees to establish classifications, titles, salary ranges, and job specifications had not been fulfilled.

## ADDITIONAL FACTORS

### ATTENDANCE RECORDS

In order to certify the monthly payroll, the President of BSC, in early 1973, enunciated an attendance reporting policy whereby a semi-monthly report form would be filed in his office by each academic department. The faculty members were required to attest to their attendance and the department chairpersons to countersign the forms.

The Faculty Federation objected to this procedure and prevented its implementation for over eleven months. Finally, concluding that no progress could be made, the President recanted and merely required the submission of semi-monthly attendance records by the faculty through the office of the department chairpersons without the necessity of counter-signatures. Accordingly, although an attendance reporting system is in effect, it operates on the honor system theory and there is no mechanism in existence to verify the reports.

### ACADEMIC YEAR

The academic year, as defined by the Board of Trustees and restated in the contract, consists of the ten (10) month period commencing September 1 and terminating June 30, and individual faculty contracts are written on that basis. In actuality, classes for the 1973-74 academic year commenced on September 5, 1973, and concluded on May 16, 1974, during which period there were 31 weeks of actual classroom contact. For all intents and purposes, the academic year also concluded on this date as far as contract performance was concerned because no further formal requirements were placed upon the faculty.

There are no formal faculty assignments during June, the tenth and final month of the academic and contract year, and no faculty attendance records are kept. During this month, however, ninety-six (96) full time faculty members taught in the program of continuing education at BSC and received separate compensation therefor. While there may have been no illegality involved in this practice, it belied the stated policy relative to the length of the academic year.

### FACULTY WORK WEEK

The faculty work week is not defined either by law or by contract. Both exempt instructional faculty from the five (5) day, thirty-seven and one-half (37 1/2) hour week established for other state employees, while the contract is specific only to the extent of providing that twelve (12) semester hours (each of 50-minute duration) be considered as the normal average work week.

With the exception of actual semester hours of instruction, there was no accountable measure of faculty workload other than the provision of the contract requiring annual evaluations of all instructional faculty. There were no quantified standards established, however, for the evaluation process and marked differences existed between departments in its application. No other specific work week requirements were placed upon the faculty. Class schedules varied from two to five days. (See Table I on page 5.)

The failure to specifically define the work week requirements of the faculty redounds to the benefit of the faculty and is not conducive to good administrative management.

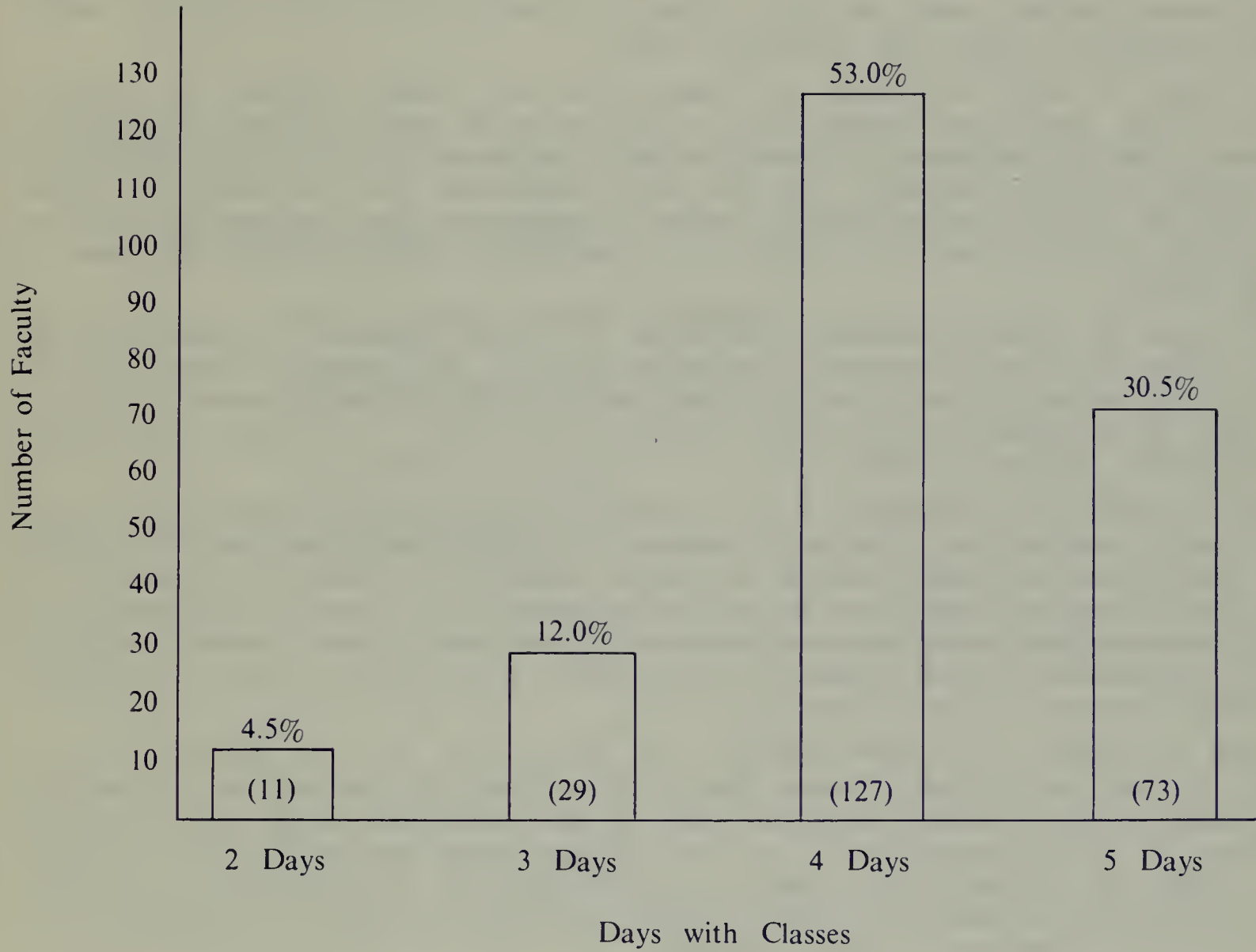
### ACADEMIC FREEDOM

The right of instructional faculty to enjoy academic freedom is an important element in the educational process, especially in the field of higher education. The intent of academic freedom is that the teacher have full freedom in research and in the publication of results.

The BSC contract, in providing for such freedom, stipulated that it was subject only to the adequate performance of other academic duties. The contract required, however, that research for pecuniary return should be based upon "an understanding" with the authorities of the institution. This requirement was never implemented although all parties recognized that this type of research was being engaged in.



**TABLE I**  
\*FACULTY CLASS DAYS



\*The number of faculty in this sample is two hundred and forty (240). This number includes only those faculty who responded to the questionnaire and the nature of whose function does not necessitate scheduled off-campus activity.



# CONCLUSION

The Board of Trustees of State Colleges has the sole authority and responsibility to establish policy for the operation of the institutions of higher education under its jurisdiction. Whether this function is exercised directly or by delegation, it remains vested in the Board of Trustees.

One element involved in the policymaking function is the determination of workload for instructional faculty. This includes the three basic workload components; instruction, research, and service, and their constituent parts including normal average workload, non-teaching equivalencies resulting in reduced teaching loads, class size, academic counseling, research for pecuniary return, college-related committee activity, and community service.

Prior to April 3, 1972, the Board of Trustees had not formally defined any workload requirements for the instructional faculty at any of the institutions under its jurisdiction. While a regulation was issued by the Board of Trustees requiring that precise conditions of employment be given in writing to faculty members, this was never implemented and the Board of Trustees approved individual faculty contracts without specific indication to faculty members of what was expected of them. Not only were the elements of instruction not defined, neither were those of research and service.

With the advent of collective bargaining, the Board of Trustees negotiated a contract with the BSC Faculty Federation, the duly recognized bargaining agent for the instructional faculty at BSC, wherein the policy concerning faculty workload was enunciated. This contract became effective on April 3, 1972, and is regarded as the policy document of the Board of Trustees on all matters pertaining to faculty workload at BSC.

The lack of definition and specificity in the section on faculty workload resulted in its being subjected to varied interpretations. This led to misconceptions on the part of administrative officials, department chairpersons and faculty resulting in marked variations in workload both between and within the several academic departments, as well as uncertainty on the part of the faculty as to what was expected of them within the total framework of workload. In some instances, moreover, the college administration did not implement certain aspects of this section because it determined that the contract language was too vague.

The Board of Trustees has been mandated by law to be the sole authority for the establishment of policy at all State Colleges. This is as it should be. The fact that it must now collectively bargain with the official bargaining agent for the instructional faculty relative to terms and conditions of faculty employment in no way abrogates that responsibility. The Board of Trustees is within its prerogatives to require a specific definition of terms relating to faculty workload in the contractual agreement and to compel compliance. The Board of Trustees has not done this and the consequences have been multiple.

It is incumbent upon the Board of Trustees to bargain collectively in good faith relative to the duties and responsibilities of instructional faculty. It is imperative however, that this be done within the constraints of the responsibilities imposed on the Board of Trustees by law. It is required also that the Board of Trustees specifically establish and define policy so that it is subject to general understanding and application.

---

## **INTRODUCTION**

**RATIONALE FOR STUDY**

**OBJECTIVES OF STUDY**

**SCOPE OF STUDY**

**METHODOLOGY**

---





# INTRODUCTION

## RATIONALE FOR STUDY

Boston State College (BSC), one of eleven institutions which comprise the Massachusetts state college system, defines its role as follows:

### *Purpose*

The motto of the college is "Education for Service". In both its liberal arts and teacher training programs the college aims at the fullest possible development of the individual through general education, professional training and specializing and participation in college activities. The graduate should be prepared for full and effective participation in the life of the community, state, and nation. To fulfill this purpose the college aims to provide educational opportunities for as many qualified students as its facilities and resources will allow.<sup>1</sup>

This statement highlights the goals of the institution as they relate to the education of our most vital resource — the youth of today. The most important ingredient in the education process from the standpoint of the student is the faculty. Faculty contribution to the training and development of the student and its singular impact upon his direction and career achievement level involves tremendous responsibility. To fulfill this responsibility requires a high degree of dedication and commitment to the professional field of teaching. This responsibility is even further intensified at institutions such as BSC, where the teachers of tomorrow are being imbued with the disciplines of the professional educator as reflected by the performance and example of the instructional faculty.

The Joint Legislative Committee on Post Audit and Oversight, aware of the responsibilities incumbent on instructional faculty at our state colleges, directed the Legislative Auditor to conduct an audit of the policies and practices of the state colleges with respect to instructional workloads and matters related thereto.

Since BSC is the largest institution within the state college system in terms of appropriations, enrollment, and faculty, it was selected as the first of the eleven state colleges to be audited.

## OBJECTIVES OF STUDY

The Study was conducted for the following purposes:

1. To ascertain the current policies and practices within the state college system relating to instructional faculty workload.
2. To identify the shortcomings, if any, of these procedures.
3. To make recommendations, if any are necessary, to effect improvements in the utilization of the instructional faculty at BSC.

## SCOPE OF STUDY

The audit focused on those faculty members with instructional responsibilities and did not concern itself with those members of the faculty engaged solely in administrative or academic support functions and who are so classified. It does, however, include instructional faculty exercising administrative responsibilities. The data base is that which was in existence during the academic year 1973-1974 with particular emphasis on the second semester.

## METHODOLOGY

Any study of faculty utilization necessitates the definition of the requirements placed upon the faculty members by the responsible authority. Full delineation of these requirements will develop a frame of reference which can then be viewed as required workload. The performance of the faculty within the constraints of the statutory and administrative rules and regulations constitutes the faculty utilization level. With the foregoing premise in mind, and to obviate any disagreement as to the definition of required faculty workload, it was decided to develop this study by tracing workload

<sup>1</sup>Boston State College Catalog, 1973-74

definition from the General Laws of the Commonwealth to the Board of Trustees of State Colleges and on down to the President of the college and his administration, including department chairpersons (academic); and then to detail the performance of the faculty in relation to the prescribed policy for workload.

It was expected that this technique would point out the areas of responsibility for workload definition, the areas of control relative to workload as it was defined and, ultimately, actual work performed at the faculty level. The activity at the faculty level should then demonstrate the faculty members' perception as to the requirements placed upon them.

Data gathering was accomplished by researching the General Laws of the Commonwealth and by analyzing the administrative pronouncements of the Board of Trustees relating to faculty utilization. The contract in existence between the Board of Trustees and the recognized bargaining agent for the instructional faculty at BSC was also examined.

Conferences were held with representatives of the Board of Trustees as well as with appropriate officials of the state college system. Additional meetings were held with the President of BSC, other administrative personnel, and the Faculty Federation.

A questionnaire was sent to all department chairpersons and their responses, augmented by a personal interview with each, formed the basis for determining their involvement and responsibility in the area of faculty workload.

In order to obtain a detailed description of individual faculty activity during an academic year, a separate questionnaire was sent to each full-time faculty member. The time frame covered in the questionnaire was the 1973-74 academic year with particular emphasis on the second (Spring) semester. Of the three hundred and six (306) questionnaires sent out, two hundred and eighty-seven (287) were answered and of these, two hundred and eighty (280) were useable.

---

# **BOSTON STATE COLLEGE FACULTY**

**ORGANIZATIONAL STRUCTURE**

**INSTRUCTIONAL FACULTY**

**FACULTY APPOINTMENT AND WORK YEAR**

**SALARY**

**FRINGE BENEFITS**

**MERIT INCREASES**

---





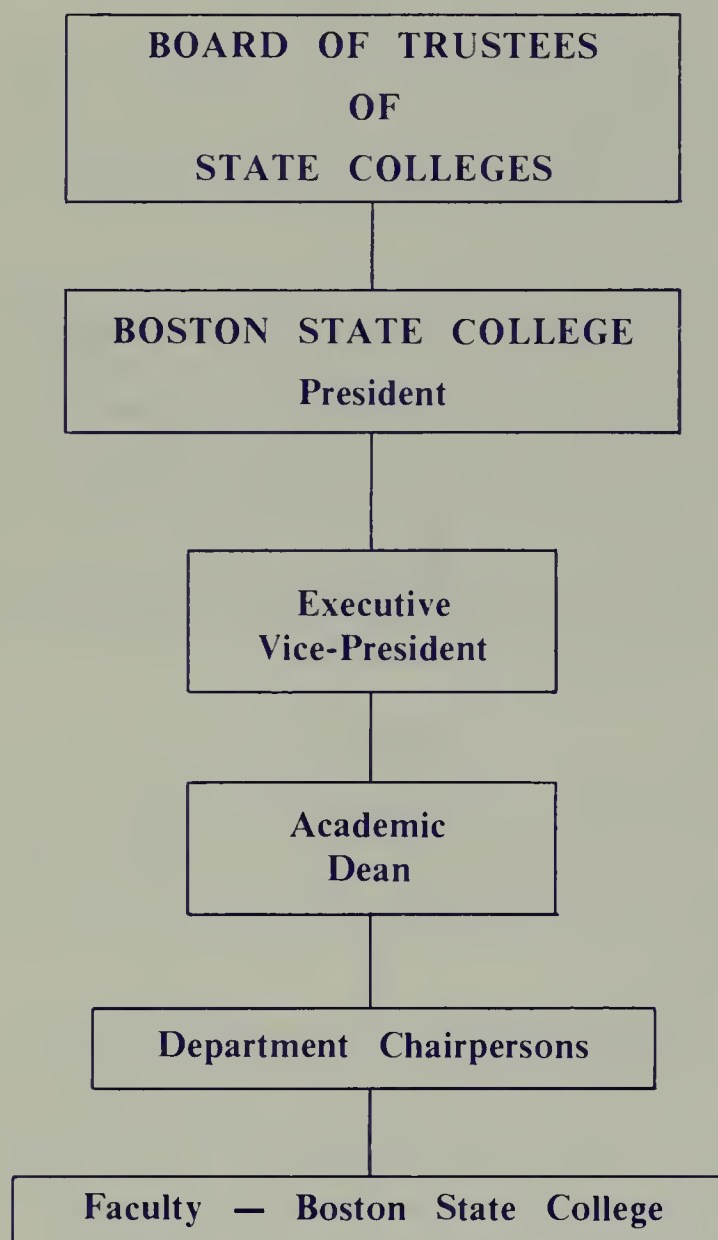
# BOSTON STATE COLLEGE FACULTY

## ORGANIZATIONAL STRUCTURE

Boston State College is one of eleven institutions which comprise the Massachusetts State College System and is the largest in terms of appropriations, enrollment, and faculty. The college is headed by a president who is appointed by and responsible to the Board of Trustees.

Instructional activities at the college are organized under and conducted through departments which are generally established in accordance with traditional academic disciplines. Serving under the president and between him and the several instructional departments are various administrative divisions with their respective officials, i.e., deans, assistant deans, directors, and other administrative heads.

Each instructional department is headed by a chairperson who is also a member of the instructional faculty. Selection of faculty personnel, curricula, course offerings, and class scheduling are generally the prerogative of the various departments, subject, however, to varying degrees of review and approval by higher authorities.



## INSTRUCTIONAL FACULTY

At BSC, as well as at all other state colleges, there are four classes or ranks of regular faculty personnel: professor, associate professor, assistant professor, and instructor. Additional instructional work is performed by part-time personnel such as lecturers.

QUALIFICATIONS

The current requirements for appointment to each instructional faculty level as determined by the Board of Trustees are:

*Professor.* (a.) A doctor’s degree from an institution accredited at the doctoral level and in the academic or professional discipline to be taught; (b) eight years experience of which at least five must have been in higher education.

*Associate Professor.* (a) A doctor’s degree from an institution accredited at the doctoral level and in the academic or professional discipline to be taught; (b) six years experience of which at least three must have been in higher education.

*Assistant Professor.* (a) A master’s degree from an accredited institution in the academic or professional discipline to be taught plus thirty additional graduate credits acceptable to the college; (b) three years experience in teaching (two years if person possesses doctorate).

*Instructor.* (a) A master’s degree from an accredited institution in the academic or professional discipline to be taught; (b) two years of appropriate professional experience required of persons teaching courses in professional areas.

FACULTY STAFFING

The Legislature authorizes and funds permanent faculty positions at institutions of higher education on the basis of one faculty member for each sixteen students (1:16). Consequently, 344 faculty positions were approved at BSC for the 1973-74 academic year based upon an anticipated average enrollment of approximately 5600 students. When this ratio is translated into the language of the contract, the result is quite different.

The contract provides, with respect to teaching load, that the normal average workload shall be twelve (12) semester hours and the average class size shall be considered thirty (30) students. We do not purport to consider the relative merits of whether the normal average workload should be twelve (12) semester hours, whether the average class size should be thirty (30) students or whether these figures ought to be adopted as a contract standard because these matters are quite properly the prerogatives of the Board of Trustees and appropriate officials at BSC. Rather, we limit this discussion to the standards established in the contract. If these are to be the norms and are applied against the average student load of 15 semester hours and the average enrollment of 5600 students, the ratio of faculty to student would become one faculty member for each twenty-four students (1:24). The rationale for this conclusion is as follows:

TABLE II  
FACULTY

Number . . . . .	344
x	
Average Workload	
(Hours per Semester) . . . . .	x 12
Total Available Teaching Hours . . . . .	<u>4,128</u>

STUDENTS

Number . . . . .	5,600
x	
Average Class Load	
(Hours per semester) . . . . .	x 15
Total Required Student Hours . . . . .	<u>84,000</u>

Utilizing these figures, the average class size should be 84,000 divided by 4,128 an average of 20.3 students. In actuality the average class size was 19.9 students. On this basis, therefore, the



actual ratio was consistent with the budgeted ratio. If, however, the average class size of 30 students as provided for in the contract were to be adhered to, the mathematical formula would become  $16:20=X:30$  and the ratio would be one (1) faculty member for each twenty-four (24) students. Consequently, the required number of faculty positions would have been 233, a reduction of 111 (32.27%) from the authorized and funded number of 344. Translating this into salary cost figures, a reduction of \$1.75 million is derived from a total expenditure for instructional faculty salaries of \$5.42 million dollars.

It is acknowledged that the number of faculty positions authorized and funded cannot be so inflexible as to interfere with proper instructional activity. It is likewise recognized that the best interests of the Commonwealth and its taxpaying citizens would not be served if excessive and unnecessary staffing occurs. It is our opinion, therefore, that the Legislature should evaluate the necessity for the existing budget ratio of one to sixteen (1:16).

FACULTY COMPLEMENT

The Legislature had authorized and funded 344 full-time instructional faculty positions for the 1973-74 academic year. Of this number, 306 positions were filled.

TABLE III

<u>Category</u>	<u>Authorized</u>	<u>Filled</u>
Professor . . . . .	86	55
Associate Professor . . . . .	69	97
Assistant Professor . . . . .	103	115
Instructor . . . . .	<u>86</u>	<u>39</u>
Total . . . . .	<u>344</u>	<u>306</u>

The discrepancy in the table between the number of full-time positions authorized for the faculty categories and the number filled results from the fact that institutions of higher education possess fiscal autonomy and are not bound by the personnel laws of the Commonwealth which apply to other state employees.

All of the faculty holding the above listed positions were employed in accordance with policy, established by the Board of Trustees.

“03” LECTURERS

The practice at BSC, since 1971, has been to refrain from employing full-time faculty to the extent of legislative authorization and to supplement the full-time teaching staff by the use of lecturers. These latter do not fall within any of the instructional faculty categories and the Board of Trustees has not formally established any policy permitting their use in lieu of authorized faculty. During the 1973-74 academic year, one hundred and seventy-one (171) sections were taught by such lecturers.

The validity and legality of this practice presents a cause for concern because such employment is based on a contractual agreement between the lecturer and the college, the form of which is appended to this report (see Appendix D). The law, on the contrary, authorized only the Board of Trustees to engage lecturers<sup>2</sup> and, in the absence of established policy and delegation of authority to implement such policy, that authority remains with the Board of Trustees.

The practice is further beclouded by the fact that, while the law vests complete authority in the Board of Trustees with respect to the appointment of professional staff and the engaging of lecturers, it does, in our opinion, clearly distinguish lecturers from the professional staff at the college. Lecturers are not considered as members of the professional staff at the college. Consequently, their use in lieu of professional staffing is not authorized by the statute because no

<sup>2</sup>M.G.L.A. Chapter 73, Section 16

classification, title, salary range and descriptive job specifications have been determined by the Board of Trustees as required by law.

An additional factor which weighs against this practice is the provision of law which requires that “the president of each state college or an officer of the college designated by him shall file annually with the governor, the budget director and the joint committee on ways and means, a list of all positions at such college, including the name of the incumbent, the classification and title, and the rate of pay.”<sup>3</sup> This section does not apply to lecturers, however, and data concerning them is not included in such lists.

Finally, lecturers do not come within the purview of the faculty federation contract and consequently are not subject to its requirements. This means that they do not have to engage in research and/or community service and do not have to assume committee assignments. The only provision of that contract which applies to them, albeit remotely, is that of availability to students for academic counselling. This activity, however, is not required but is couched in the form of an oral request from the administration that the individual lecturer provide this service to students.

**FACULTY APPOINTMENTS AND WORK YEAR**

The Board of Trustees is, by law, the appointing authority with respect to personnel employed as instructional faculty at BSC and has the statutory responsibility to define the length of the working year for such faculty.<sup>4</sup>

The Board of Trustees has defined the faculty working year as constituting the ten-month period commencing on September 1 and terminating on June 30,<sup>5</sup> and faculty appointments are made and contracts written on that basis. Accordingly, full-time instructional faculty members are required to be on duty for a period of approximately 42 weeks a year. During this period, however, there are about 11 weeks in which no classes are conducted, including registration periods, examination periods, and semester breaks. Thus, during an academic year, the instructional faculty actually conducts classes for about 31 weeks or approximately 7 1/2 months a year. During the 1973-74 academic year, classes began on September 5th and concluded on May 16th, during which period there were 31 weeks of classroom instruction.

There are no formal instructional faculty assignments during the final month of the faculty working year and department chairpersons advised that none had been considered. In addition, while faculty attendance records are kept for the months of September through May, none are kept for the month of June.

**SALARY**

During the 1973-1974 academic year, the compensation established for the various levels of instructional faculty was:

**TABLE IV\***

<u>Title</u>	<u>Minimum</u>	<u>Maximum</u>
Professor . . . . .	\$15,009.80	\$26,774.80
Associate Professor . . . . .	12,334.80	21,541.00
Assistant Professor . . . . .	10,251.80	17,131.40
Instructor . . . . .	8,574.80	13,678.60

\*Does not include 6.2% cost of living increase effective January 1, 1974.

This schedule, however, has not precluded some instructional personnel from receiving, as authorized by law, compensation in excess of the stated salary range.<sup>6</sup>

<sup>3</sup>M.G.L.A. Chapter 73, Section 16  
<sup>4</sup>M.G.L.A. Chapter 29, Section 31  
<sup>5</sup>Agreement between the Board of Trustees of State Colleges and the Boston State College Faculty Federation, American Federation of Teachers Local 1943, AFL-CIO (April 3, 1972) Page 29.  
<sup>6</sup>M.G.L.A. Chapter 73, Section 16



Faculty members may earn additional compensation within the state college system by teaching in the program of continuing education or by teaching at other institutions. The level of this extra teaching is limited by the Board of Trustees to one course per semester during the school year and two (2) courses during the summer. There are no restrictions placed on forms of employment other than teaching.

## **FRINGE BENEFITS**

Full-time faculty members are not only employees of BSC but are also employees of the Commonwealth of Massachusetts and, as such, participate in the various employee benefit programs of the State.

In addition to the fringe benefits received by state employees, instructional faculty at the college receive benefits not available to most state employees. These include sabbatical leave, exclusion from leave deductions, and merit salary increases.

## **MERIT INCREASES**

Prior to 1964, instructional faculty received annual step-rate increases, as did all state employees in the executive branch of the government, in accordance with legislatively established salary schedules. Since 1964, however, faculty salary increases have been based on a merit system which is unique to institutions of higher education. This system leaves the determination of the amount of the increase to the discretion of the Board of Trustees and any such increase is usually based on the recommendation of the college president.

Effective February 1, 1964, the Board of Trustees adopted salary range for professional staff at the state colleges and, subsequently, all salary increases have been granted, in theory at least, on the basis of merit determined by an annual evaluation of the faculty member's performance.





---

# **STATE COLLEGE POLICY**

**RESPONSIBILITY**

**IMPLEMENTATION**

**POLICY RE FACULTY WORKLOAD**

---





# STATE COLLEGE POLICY

## RESPONSIBILITY

The responsibility for the formulation of policy to insure effective and efficient use of all resources available at state colleges, including BSC, is vested in a single Board of Trustees of State Colleges. The law allows the Board of Trustees to delegate certain authority to either its administrative arm, the state college system through its Director, or to officers of the several state colleges whenever it deems the same necessary or advisable. It reserves certain authority, however, to the Board of Trustees including the adoption, amendment or repeal of rules and regulations for the government of such colleges and the management, control and administration of their affairs.<sup>7</sup>

## IMPLEMENTATION

While the formulation of policy is the responsibility of the Board of Trustees, the implementation of that policy and the exercise of control thereunder is the function of the officers of the state colleges under the executive direction of the college presidents. At the same time, the monitoring of policy implementation is the duty of the state college system through its Director who is elected by the Board of Trustees and who serves as the administrative and executive secretary of the Board of Trustees.

## POLICY RE: FACULTY WORKLOAD

A major resource in the accomplishment of higher education objectives is the instructional faculty. To insure effective and efficient use of such faculty, controls are imperative. These can only be implemented, however, within the parameters of established policy.

Three principal things must be taken into consideration in the formulation of any policy to govern the use of faculty resources:

- 1.) The relative priorities of and the relative emphasis to be placed on the three traditional functions performed by instructional faculty at institutions of higher education: instruction, research, and service.
- 2.) A definition of the terms "instruction", "research", and "service".
- 3.) Standards by which faculty work and output may be measured.

In announcing its policy, it is incumbent on the Board of Trustees to specifically state the amount of work and the level of output expected of the instructional faculty in each of the functional areas. If any authority is to be delegated, the policy should clearly define the guidelines within which such authority may be exercised. Every precaution should be taken to assure maximum uniformity in understanding the intent, purpose and meaning of the policy and guidelines.

The instructional faculty at BSC operated under the terms of an agreement between the Board of Trustees of State Colleges and the Boston State College Faculty Federation, American Federation of Teachers, Local 1943, AFL-CIO. The latter is the duly elected bargaining agent for the instructional faculty. This agreement, for all intents and purposes, constituted the policy of the Board of Trustees as the same related to faculty workload.

## CONTRACTUAL PROVISIONS

With respect to faculty workload, class scheduling, and course assignments, the agreement provides:

### ARTICLE IX FACULTY WORKLOAD, SCHEDULING, AND COURSE ASSIGNMENTS

Members of the teaching staff of the College shall not be required to teach an excessive number of

<sup>7</sup>M.G.L.A. Chapter 73, Section 1

semester hours of teaching, assume an excessive student load, or be assigned an unreasonable schedule, it being recognized by the parties that the teaching staff has the obligation among others to be available to students, to assume committee assignments and to engage in research and/or community service. For purposes of this Agreement twelve (12) semester hours of instruction shall be considered the normal average faculty workload in academic subject areas; efforts shall be made to assign faculty workloads on this basis provided it is feasible or possible to do so in the judgment of the President or his designee; similarly, the normal average class size shall be considered thirty (30) students per section; efforts shall be made to schedule class size on this basis provided it is, in the judgment of the President or his designee, possible or feasible to do so. Moreover, efforts shall be made to establish teaching schedules, so that the time between the beginning of the first teaching period and the end of the last for any one day does not exceed eight (8) hours. In addition, where special equipment is required for classes, efforts shall be made, where possible, to limit the number of students to the amount of this special equipment available.

The determination of faculty workloads, including the assignment of specific courses and schedules shall be made by the Chairman of each Academic Department respectively, after consultation with the Departmental Committee on Faculty Workload, Scheduling and Course Assignments as established under Article VII A(1). Each such Departmental Committee shall prepare a table showing clearly the relation of non-teaching equivalency assignments to the heads of teaching sections and shall submit it for approval to the Department Chairman.

The agreement further provides for several variables to be taken into consideration by the Department Chairperson in determining faculty workloads but these are not compelling for the purpose of this report.

---

## **FACULTY WORKLOAD**

**INSTRUCTION**

**RESEARCH**

**SERVICE**

**SURVEY EVALUATION**

---





# FACULTY WORKLOAD

There are three basic components of faculty workload: instruction, research, and service. A collateral aspect is the question of class size or teacher-pupil ratio.

## INSTRUCTION

Faculty instructional requirements have two elements: teaching and faculty-student conference hours.

## TEACHING

*Normal Average Workload and Equivalencies.* The collective bargaining agreement provides that twelve (12) semester hours shall be considered the normal average instructional workload in all academic subject areas. It allows for deviations from this norm (reduced teaching loads) on the basis of non-teaching equivalency assignments but makes no provision for any reductions on the basis of teaching equivalencies. For non-teaching equivalencies to be allowable, each departmental committee must prepare an appropriate table showing clearly the relation of such non-teaching equivalency assignments and this must be approved by the department chairperson.

There are no established standards to be applied, however, in either instance and the quantification of the equivalency is left to the determination of the individual academic departments. Factually, one (1) of the nineteen (19) departments had formally complied with the requirement relative to non-teaching equivalencies. All departments with a singular exception had faculty with reduced teaching loads because of non-teaching and/or teaching equivalencies.

There were three hundred and six (306) full-time faculty members during the Spring semester 1974, of which sixteen (16) were approved for sabbatical or other leave. Of the two hundred and ninety (290) actually conducting class contact hours, ninety-two (92), or approximately thirty-two percent (32%), had reduced semester hour loads. The amount of the reductions totalled 379 semester hours which, when translated into number of faculty, is equivalent to the normal average workload of 31.6 teachers. (See Table V)

The History Department was the only department which formally complied with the contract requirements relevant to non-teaching equivalencies. That unit authorized the department chairman, the all college curriculum committee representative, the library coordinator and the two (2) assistant chairpersons to have reduced teaching loads.

Two other departments operated on equivalency schedules based on oral understandings, with one of these actually defining the criteria. The Elementary Education Department operated on the principle that supervising two student teachers was equal to one semester hour of classroom contact. The Secondary Education Department authorized reduced teaching loads for the chairperson, and a faculty member assigned to a media program.

TABLE V

**SEMESTER HOUR REDUCTIONS\***  
(Teaching and Non-Teaching Equivalencies)

<u>DEPARTMENT</u>	<u>Number of Faculty</u>	<u>Number with Reductions</u>	<u>Total Semester Hours Reduced</u>
Afro-American	5	2	9
Art	13	5	8
Biology	19	4	21
Chemistry/ Physics	16	6	18
Economics	4	1	3
Elementary Education	21	18	88
English	49	8	37
Foreign Language	12	0	0
Geography	10	3	8
History	37	12	51
Mathematics	25	5	16
Music	9	1	2
Philosophy	9	1	9
Physical Education (Men)	9	5	21
Physical Education (Women)	11	10	37
Political Science	10	1	6
Psychology	22	5	21
Secondary Education	12	4	21
Sociology	10	1	3
Other (Remedial Reading)	<u>3</u>	<u>0</u>	<u>0</u>
Total	<u>306</u>	<u>92</u>	<u>379</u>

\*Source — Boston State College



The Foreign Languages Department indicated no reduced teaching loads while the fifteen remaining departments authorized reductions without preparing an equivalency table and without the application of standards.

### Department Chairpersons

The reduction in teaching load granted to department chairpersons highlights the lack of compliance with the contractual requirement to prepare the equivalency table and indicated no relationship between departmental size and the reductions.

**TABLE VI**

### **Reduced Teaching Loads — Department Chairpersons**

<u>Department</u>	<u>Amount of Reduction (Semester Hours)</u>
Afro-American Studies . . . . .	6
Art . . . . .	3
Biology . . . . .	10
Chemistry/ Physics . . . . .	4
Economics . . . . .	3
Elementary Education . . . . .	6
English . . . . .	9
Foreign Language . . . . .	0
Geography (Regional Sciences) . . . . .	6
History . . . . .	9
Mathematics . . . . .	9
Music . . . . .	2
Philosophy . . . . .	9
Physical Education (Men) . . . . .	6
Physical Education (Women) . . . . .	9
Political Science . . . . .	6
Psychology . . . . .	9
Secondary Education . . . . .	9
Sociology . . . . .	3
Total . . . . .	<u>118</u>

These figures indicate that eighteen department chairpersons have reduced teaching loads totalling 118 semester hours per week. Based upon the normal average workload of twelve semester hours per teacher per week, it is equivalent to 9.8 teachers.

### Selected Departmental Case Analyses

BSC records indicate marked variances in reduced teaching loads within certain departments. The following tables indicate these variances.

TABLE VII

ART DEPARTMENT

<u>Faculty with Reduced Loads</u>	<u>Amount of Reduction (Semester Hours)</u>	<u>Reason</u>
Associate Professor	2	Total of 10 clock hours student contact*
Assistant Professor	1	Total of 10 clock hours student contact*
Assistant Professor	1	Total of 10 clock hours student contact*
Instructor	1	Total of 10 clock hours student contact*

\*The rationale involved in these determinations is mathematical. Twelve semester hours at fifty minutes per class equals six hundred minutes per week ( $12 \times 50 = 600$ ). Ten clock hours of student contact also equals six hundred minutes ( $10 \times 60 = 600$ ). The term "student contact" is an academic departmental usage and is not related to the language of the contract.

BIOLOGY DEPARTMENT

<u>Faculty with Reduced Loads</u>	<u>Amount of Reduction (Semester Hours)</u>	<u>Reason</u>
Assistant Professor	3	Spends 7.5 clock hours in lab
Assistant Professor	3	Coordinates 33 sections of lab
Assistant Professor	5	Coordinates 10 sections of lab

ELEMENTARY EDUCATION DEPARTMENT

<u>Faculty with Reduced Loads</u>	<u>Amount of Reduction (Semester Hours)</u>	<u>Reason</u>
Professor	6	Supervises 11 Student Teachers
Professor	2	Supervises 5 Student Teachers
Associate Professor	4	Supervises 8 Student Teachers
Associate Professor	6	Supervises 9 Student Teachers
Associate Professor	3	Supervises 10 Student Teachers
Associate Professor	3	Supervises 8 Student Teachers
Associate Professor	3	Supervises 6 Student Teachers
Associate Professor	6	Supervises 8 Student Teachers
Associate Professor	2	Supervises 16 Student Teachers plus 1 additional for half semester
Assistant Professor	6	Supervises 8 Student Teachers
Assistant Professor	6	Supervises 9 Student Teachers
Assistant Professor	6	Supervises 9 Student Teachers
Assistant Professor	6	Supervises 4 Student Teachers
Assistant Professor	2	Supervises 10 Student Teachers
Assistant Professor	9	Supervises 14 Student Teachers
Assistant Professor	6	Supervises 11 Student Teachers
Assistant Professor	6	Supervises 10 Student Teachers

## ENGLISH DEPARTMENT

<u>Faculty with Reduced Loads</u>	<u>Amount of Reduction (Semester Hours)</u>	<u>Reason</u>
Professor	2	Performs Speech Testing
Associate Professor	3	Performs Speech Testing
Associate Professor	1	Performs Speech Testing
Assistant Professor	1	Performs Speech Testing
Assistant Professor	6	Performs Speech Testing
Assistant Professor	6	Developed Unified Studies Program
Assistant Professor	9	Supervised 7 Student Teachers plus 2 for a half semester

## HISTORY DEPARTMENT

<u>Faculty with Reduced Loads</u>	<u>Amount of Reduction (Semester Hours)</u>	<u>Reason</u>
Professor	3	Three Preparations*
Associate Professor	3	Assistant to Chairman**
Associate Professor	3	Assistant to Chairman**
Associate Professor	9	Supervised 12 Student Teachers plus 1 for a half semester
Associate Professor	3	Departmental Library Coordinator
Assistant Professor	3	Three Preparations*
Assistant Professor	3	Three Preparations*
Assistant Professor	6	Developed Special Program
Assistant Professor	3	Three Preparations*
Assistant Professor	3	Member of Curriculum Committee***
Instructor	3	Taught at Model Cities Program

\*In every instance, three preparations were allowed although contract states that, where possible, the number of preparations of an individual faculty member should not exceed two.

\*\*This is the only department that allows a reduction in teaching load for faculty members classified as Assistant to the Chairman.

\*\*\*This is the only department that allows a reduction in teaching load for a faculty member who serves on the Curriculum Committee.

## PHYSICAL EDUCATION (MEN) DEPARTMENT

<u>Faculty with Reduced Loads</u>	<u>Amount of Reduction (Semester Hours)</u>	<u>Reason</u>
Assistant Professor	1	Total of 12.5 hours student contact*
Assistant Professor	8	Supervised 7 Student Teachers plus 2 for half-semester
Assistant Professor	4	Total of 16 hours student contact*
Instructor	2	Total of 14 hours student contact*

\*The term "student contact" is an academic departmental usage and is not related to the language of the contract.



## PHYSICAL EDUCATION (WOMEN) DEPARTMENT

<u>Faculty with Reduced Loads</u>	<u>Amount of Reduction (Semester Hours)</u>	<u>Reason</u>
Professor	2	Total of 10 hours student contact*
Professor	3	Total of 10 hours student contact*
Associate Professor	2	Total of 10.75 hours student contact*
Assistant Professor	4	Total of 11.5 hours student contact*
Assistant Professor	3	Total of 13.75 hours student contact*
Assistant Professor	5	Total of 11.25 hours student contact*
Instructor	2	Total of 12 hours student contact*
Instructor	2	Total of 16.5 hours student contact*
Instructor	5	Total of 16.25 hours student contact*

\*The term "student contact" is an academic departmental usage and is not related to the language of the contract.

## PSYCHOLOGY DEPARTMENT

<u>Faculty with Reduced Loads</u>	<u>Amount of Reduction (Semester Hours)</u>	<u>Reason</u>
Professor	3	Practicum*
Professor	3	Practicum*
Associate Professor	3	Supervises Students in Lab**
Associate Professor	3	Supervised 6 Student Teachers during first half semester and one during second half semester.

\*Practicum — Advanced Psychology course with extensive student field work — classes meet as required. (Practicum is part of workload and not in addition thereto.)

\*\*This supervision is part of workload and not in addition thereto.

In view of the minimal compliance with the contractual requirements relative to the preparation of non-teaching equivalency tables and the extreme variances both within and between departments, an explanation was requested from the administration at BSC as to why this situation was tolerated. In response, the administration stated that, in its opinion, the particular section of the contract dealing with this subject matter was too vague.

## FACULTY-STUDENT CONFERENCE HOURS

The Faculty Federation contract prefaces its discussion of normal average faculty workload, class size and teaching schedules by stating:

Members of the teaching staff of the College shall not be required to teach an excessive number of semester hours of teaching, assume an excessive student load, or be assigned an unreasonable schedule, it being recognized by the parties that the teaching staff has the obligation among others to be available to students to assume committee assignments, and to engage in research and/or community service.

That portion of the preface which concerns academic counseling is the statement "to be available to students", and it is the only reference to this obligation in the entire contract.



The subject matter is again addressed in a very concise manner in the Boston State College Faculty Handbook which is distributed by the college administration to all faculty. This document states:

### *Conference Hours*

Faculty members should schedule student-faculty conference hours. Such schedules will be placed on file at the academic departments' office and also posted for students' information on department bulletin boards.

There are no standards or criteria to be adhered to in the scheduling of student-faculty conference hours nor are they quantified. Consequently, this aspect of workload is left to the discretion of the faculty member. This has resulted in varying degrees of availability for conference hours. In addition, minimal documentation is kept by the faculty relative to this phase of workload, and relatively none by academic department heads.

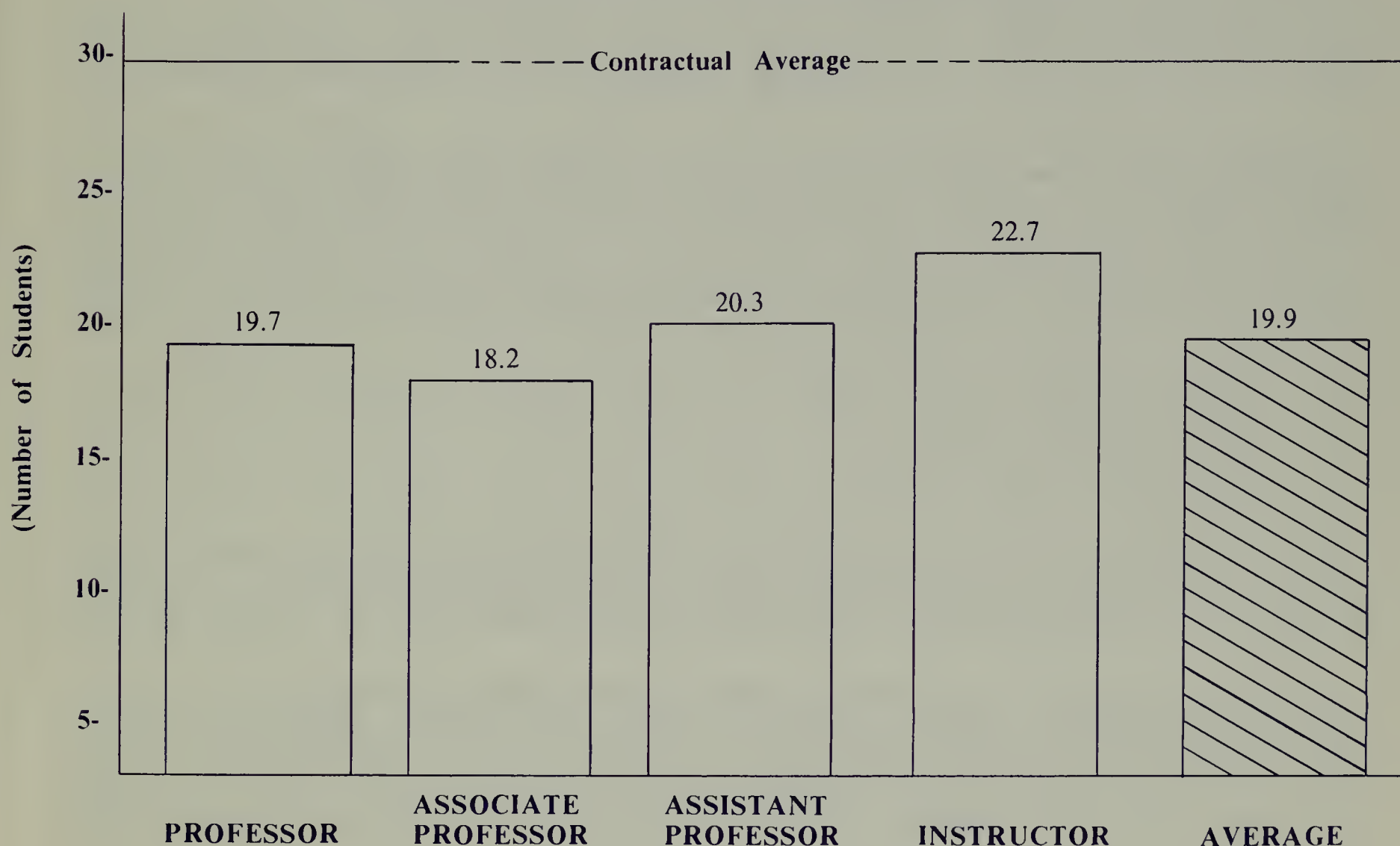
### CLASS SIZE

The contract provides that "the normal average class size shall be considered thirty (30) students per section; efforts shall be made to schedule class size on this basis provided it is, in the judgment of the President or his designee, feasible or possible to do so".

An analysis of data provided by BSC indicates that the average class size during the Spring semester, 1974, was 19.9 students.

**TABLE VIII**

#### CONTRACTUAL/ACTUAL AVERAGE CLASS SIZE



These figures deviated sharply from the contractual average of thirty and would require, of necessity, additional instructional faculty at the college.

There were 344 full-time instructional faculty positions authorized and budgeted for at BSC for the 1973-74 academic year. During this same period, the student enrollment consisted of 5,813 students in the fall semester and 5,325 students in the spring semester, an average of 5,568 students for the academic year. This constituted a teacher-pupil ratio of 1 to 16.

## CLASS SCHEDULES

On this subject, the contract provides that "...efforts shall be made to establish teaching schedules so that the time between the beginning of the first teaching period and the end of the last on any one day does not exceed eight (8) hours".

An analysis of faculty schedules indicated the mean time between the beginning of the first class and the end of the last class on any one day for BSC faculty to be three and one-third ( $3\frac{1}{3}$ ) hours.

## RESEARCH

The contract acknowledges that the faculty has the obligation, in addition to teaching, to engage in research and/or service and includes this as part of the basis for the constraints placed upon classroom hours, student load, and class schedules.

Research is intended to support, supplement, and develop knowledge in a particular field of study and can assume varied forms. For example, it may be undertaken in order to maintain competence in the faculty members' area of study by keeping abreast of current developments through reading, attendance at seminars and the like. Its purpose may also be the development of new knowledge through the medium of experiment. In every instance, however, the extent of the research will be affected by several variables, including type and nature, time constraints, etc..

The contract fails to define "research" and does not measure or equate it to faculty workload. The Faculty Handbook likewise makes no effort to define or quantify the term. Consequently, the faculty member is left to his own determination as to the type and extent of his research and this possibly becomes consequential only at the time of faculty evaluation.

Responses to the survey conducted by the Post Audit Bureau among faculty members relative to their concept of "research" as an integral part of faculty workload indicated the quite differing notions on the subject. A sizeable number indicated that they do not participate in this element of workload, while others stated that they had no time for research because of their heavy teaching load. One asked whether the question was a serious one and another asked that the term "research" be defined. Still another indicated a lack of "research atmosphere". Of those responding affirmatively, the following were among the activities listed:

- Keeping abreast of their subject
- Researching new courses
- Studying for Advanced Degrees
- Reading

It would appear that some of these activities fall without the purview of a faculty member's regular job. For instance, researching new courses and studying for advanced degrees are activities pertinent to the advancement of the individual's professional standing and not of direct benefit to the college.

Responses to a similar survey conducted among the heads of academic departments relative to their interpretation of the term "research" were of little assistance. Their definitions ranged from vague to none at all with the consensus being that research was any activity intended to increase the level of expertise and/or the development of new knowledge in the field in which the faculty member is teaching. Other comments were that teaching loads were too heavy to stimulate adequate research and that the Board of Trustees was rather parsimonious with regard to funds for research.



Many faculty members consider their efforts to obtain advanced degrees to be their contribution in the area of research. Seventy-eight (78) faculty indicated no involvement in the research category, while the average time of those with research involvement averaged five (5) hours per week.

The survey results indicate that unless the term "research" is clearly defined from a qualitative and quantitative standpoint, both as an element of faculty workload and subsequent evaluation, this component is meaningless as an integral part of the faculty's obligation to the College and its students.

## SERVICE

The service activity encompasses a broad spectrum of non-teaching activities including college-related committee activity and community service. It is, according to the contract, a faculty obligation and a component of faculty workload over and above teaching.

Once again, the contract language is deficient in that it does not define the term "service" and fails to measure or equate this component to faculty workload, nor is there any other formal document which qualifies or quantifies the term. Consequently, some faculty members participate while others do not.

The surveys, referred to in the preceding section, included questions relative to this subject matter and the responses were appreciably the same.

### COLLEGE-RELATED COMMITTEE ACTIVITY

It was difficult for the heads of academic departments to quantify the time that their faculty members spent on committee assignments. This was due to the variety of committees, different levels of faculty participation, and the fact that, regardless of departmental size, committee requirements are the same. Their consensus was that, in smaller departments, an inordinate amount of faculty time is required for this type of committee work.

Faculty members who did participate in this committee activity found it difficult to estimate the time spent. The time frames ranged from two (2) to thirty (30) hours per week. Service in the form of committee assignments averaged four (4) hours per week. Thirty-six (36) faculty indicated no committee involvement.

### COMMUNITY SERVICE

In this area, there was general agreement among the heads of the academic departments that for evaluation purposes, community service should be in the area of the particular faculty member's specialization. One such department head emphasized that for community service to be so considered, it should be of a professional nature. Most indicated, however, that no required amount of time was allotted for such service. Some faculty responses evidenced either sarcasm or an unawareness of what was expected of them in the area of community service.

Of 280 responses, eighty-nine (89) indicated that they were not involved in any way in such activities. Others considered community service to be almost anything they did off-campus. For example, some were members of National Guard and Military Reserve Units and considered their military involvement on weekends and in the summer as community service. Others served as Cub Scout and Boy Scout Leaders, Little League Coaches, and Sunday School teachers, while another listed himself as a candidate for public office. Still others indicated involvement as an educational advisor, a Planning Board member, Chairman of a Board of Directors and members of School Committees. A statistical analysis of the responses of those faculty members who indicated involvement in the area of community service revealed that the average time expended was two (2) hours per week.

Some faculty members contended that community service was an inappropriate element of workload, that it had no bearing on the performance of a teacher, and that it had no direct relevance in fulfilling the contractual obligation of teaching. One faculty member questioned why a teacher should be given credit, and in some instances, rewarded for community service when individuals in other professions perform similar activities as a matter of course.

## SURVEY EVALUATION

The survey provided data relative to the non-teaching obligations of the faculty as outlined in the contract which was not readily available as a matter of record at the College, as well as generally available data on course assignments. It had significant limitations, however.

With the exception of actual class contact hours, the answers of the faculty relative to time spent during an average work week were not verified. Consequently, total reliance had to be placed on the faculty members relative to reporting their teaching schedule accurately and listing their activities in the areas of academic counseling, research, and service. A review of the responses, however, indicated several inaccuracies.

With respect to teaching load, several differences were noted between faculty responses and College records. In the areas of research and community service, the responses indicated time spent in activities which were largely the self-determinations of the individual faculty members and included activities which bear little or no relationship to the faculty's obligations as spelled out in the contract.



---

## **ADDITIONAL FACTORS**

**ATTENDANCE RECORDS**

**ACADEMIC YEAR**

**JUNE ASSIGNMENTS**

**FACULTY WORK WEEK**

**COMMENCEMENT**

**SUMMER SCHOOL**

**ACADEMIC FREEDOM**

---



# ADDITIONAL FACTORS

## ATTENDANCE RECORDS

Until 1967, faculty members at BSC were required to account for their hours on campus by signing in and out on an attendance list maintained in the college's central office. This system was discontinued at that time and department chairpersons were given the responsibility of keeping attendance records for the personnel office.

Early in 1973, the President of BSC became concerned about attendance records because he felt that as the individual required to certify the monthly payroll, he needed reasonable assurance that responsibilities in the area of attendance had been met. Accordingly, he directed that his office be provided with a semi-monthly attendance report on each faculty member on forms which he provided. Each such report was to be countersigned by the department chairperson.

This procedure did not meet with the approval of the Faculty Federation Union and its implementation was deterred for eleven months. During this period, proposals and counter-proposals emanated from the union and the administration but the problem was not resolved.

In January, 1974, the President concluded that no progress was being made toward the development of a mutually acceptable attendance recording system. He restated his previous position and required the submission of semi-monthly attendance records by the faculty through the office of the department chairpersons. These latter were not required, however, to countersign the records. He further stated that non-compliance would result in disciplinary action.

A Post Audit bureau survey to ascertain the extent of compliance with the President's latest directive indicated that the faculty complied to the extent of filing semi-monthly attendance reports with the department chairpersons and that the latter forwarded these reports to the President's office. The deficiency in this system resulted from the fact that there was no formal mechanism for verification purposes. Accordingly, any check on the veracity of the attendance records submitted by the faculty depended on the motivation of the individual department chairpersons.

The above-mentioned survey further revealed that twelve (12) of nineteen (19) chairpersons recorded absences only if a faculty member called and advised that he would be absent. Only seven (7) of these twelve (12), however, checked their records against those submitted by the faculty, and one (1) of these actually countersigned the report form. The remaining seven (7) chairpersons did not record absences and merely transmitted the records submitted by the faculty to the President's office. As mentioned previously in this report, no attendance records at all are kept for the month of June.

The failure to properly implement the President's original directive to establish an attendance recording system has resulted in a lack of administrative control over an integral segment of faculty workload. The existing system is insufficient but it was the best attainable under the circumstances.

## ACADEMIC YEAR

The term "academic year" may be defined as that period in which instructional faculty perform the services for which they were engaged. It is totally unrelated to a fiscal year or a calendar year in that it involves a time frame of less than twelve months.

On May 3, 1966, the Board of Trustees issued the following directive by way of policy statement:

Under the provisions of Section 31 of Chapter 29 of the General Laws, the Board of Trustees has the statutory responsibility to define length of the working year for those members of the colleges who are employed for the academic year rather than the calendar year.

The Board of Trustees now redefines the faculty working year as constituting the ten-month period beginning on September 1 and ending on June 30.

When, on April 3, 1972, the Board of Trustees entered into a collective bargaining agreement with the Faculty Federation, the identical definition was included therein. Accordingly, the definition



of “academic year” has been fixed as the ten-month period commencing September 1 and ending June 30 in each school year. Furthermore, individual teacher contracts are predicated upon this definition.

The class schedule for the 1973-74 academic year at BSC commenced on September 5, 1973, and concluded on May 16, 1974. At the latter point in time, the academic year also concluded insofar as contract performance was concerned. There were no formal requirements placed upon the faculty after this date. Discounting time off for semester breaks, registration periods, examinations, etc., this amounted to thirty-one (31) weeks of faculty instructional activity (workload).

## JUNE ASSIGNMENTS

There were no formal faculty assignments during June, the tenth and final month of the academic year, nor had any been considered. In point of fact, answers to questionnaires received from several faculty members subsequent to the last day of classes, May 16, 1974, were post-marked from various parts of the country. For all intents and purposes, no work was expected from the faculty during the tenth and final month of the academic and contract year.

## FACULTY WORK WEEK

By statute, instructional faculty are exempted from the five (5) day, thirty-seven and one-half hour (37½) work week established for state employees.<sup>8</sup> The shortcoming, both in the statute and in the faculty federation contract, is that the teacher’s work week is not defined. Both sources indicate what it is not and what it should not be. There is a total lack of positive definition.

In response to an inquiry as to whether faculty members were required to be on campus five days a week, department chairpersons unanimously answered in the negative. Responding to the question as to how many hours constitute an average working day, two chairpersons indicated eight (8) hours, while the remaining seventeen advised that the question was impossible to answer given the wide range of variables associated with the educational function.

The only accountable measure of faculty workload is the actual classroom schedule and, as was stated previously, the average time between the beginning of a faculty member’s first class and the close of his last class on any given day is three and one third hours. In addition, it is a reasonable conclusion to reach, based on the lack of documented evidence to the contrary, that if a faculty member does not have a class or classes scheduled on a given day, he is at liberty to spend that day as he chooses.

The lack of definition of the amount of time which a faculty member is required to spend on-campus, with the exception of class schedules, is not directly related to the necessities and the educational well-being of the students. Rather, the requirements placed upon the faculty as far as work week is concerned are geared to the convenience of the faculty.

## COMMENCEMENT

On June 9, 1974, commencement exercises were held at BSC. Administrative officials and department chairpersons were unable to quantify faculty attendance at the graduation ceremonies but estimated that fifty to sixty percent of the faculty was present.

The nonparticipation of a substantial segment of the faculty in commencement exercises is not overly significant except to the extent that it reflects the inability of the administration to exert authority over the faculty. It is a further reflection on the degree of dedication of the professional teaching staff. In addition, the commencement exercises did occur during the academic year.

## SUMMER SCHOOL

During the summer months, BSC offers graduate and undergraduate courses through its program of continuing education. This program is not financed by state appropriations. Rather, it is self-sustaining in that student tuitions must compensate at least for faculty salaries. These tuition fees

<sup>8</sup>M.G.L.A. Chapter 149, Section 30A



do not go into the Commonwealth's General Fund, but rather, are paid to the State College System, which in turn, pays the faculty who teach in the program.

The program involves two sessions. Classes in the first session were scheduled and conducted from May 28 to July 3, 1974, and in the second session from July 15 to August 13, 1974. There were one hundred and fifty-five (155) faculty members teaching in the first session, of which ninety-six (96) were full-time faculty at BSC. These latter simultaneously were working under contracts which did not expire until June 30, 1974. While there is no illegality involved in this practice, since summer school faculty are compensated on a consultant basis on a warrant approved by the Governor's Council, there is nevertheless, a misimpression created as to the actual academic year.

## ACADEMIC FREEDOM

An important element in the educational process is the right of the instructional faculty to enjoy academic freedom. This is particularly true in the field of higher education and the subject matter is addressed in the contract.

Article V of the Faculty Federation Agreement states in part:

- 1) The teacher is entitled to full freedom in research and in the publication of the results, subject to the adequate performance of his other academic duties; but research for pecuniary return should be based upon an understanding with the authorities of the institution.
- 2) The teacher is entitled to freedom in the classroom in discussing his subject, but he should be careful to present scholarly views related to his subject and avoid presenting totally unrelated material.

The only concern with this section of the contract was generated by that portion which requires that research for pecuniary return should be based upon an understanding with the authorities of the institution. The inclusion of this language indicates an intent on the part of the signatories that college authorities, presumably administrative officials, exercise control over this phase of academic freedom. There is no definition, however, of the term "research for pecuniary return". The thrust is then ameliorated by the insertion of the word "should". The intent is further beclouded by the use of the words "authorities of the institution" because while they connote some form of administrative approval, there is no designated point of administrative responsibility.

The question of concern was rendered moot because this section of the contract was never implemented. The officers of the Faculty Federation made no effort in this direction, while the administration indicated that, in its judgment, the contract language was limited and inadequate to accomplish its intended purpose and that it expected a greatly clarified and substantially expanded version of this section in future contract negotiations. All parties recognized, however, that this type of activity was being engaged in. The failure of the administration and the Faculty Federation to effect the implementation of this section resulted in the absence of established regulations governing this phase of activity by the faculty.



---

## **SUMMARY OF FINDINGS**

---





# SUMMARY OF FINDINGS

Our findings, in general, are as follows:

- 1.) Clear and specific policies do not currently exist to govern the workload of the instructional faculty at BSC.
- 2.) The Board of Trustees of State Colleges, which is charged by law with the responsibility to formulate policy and to exercise control over the colleges through their executive officers, the presidents of the colleges, has been remiss in this duty with respect to faculty workload.
- 3.) Until 1972, there was no formalized policy on faculty workload. Since that time, the Board of Trustees' policy has been embodied in a collective bargaining agreement between itself and the bargaining agent for the instructional faculty. The language of this contract-policy is insufficient to permit of universal understanding and application.
- 4.) In the absence of such clarity and specificity, differing practices are being followed between and within the several academic departments relative to faculty workload. Under such fragmented practices, there is no assurance of equality of workload or that the faculty are being utilized efficiently and effectively with respect to their responsibility as state employees in the accomplishment of the college's objectives, and their obligation to the citizens of Massachusetts who underwrite the college's operation.

With respect to the specific areas involved in faculty workload, we make the following findings:

## INSTRUCTION

### NORMAL AVERAGE WORKLOAD AND EQUIVALENCIES

The contract-policy authorizes the several academic departments to establish variations in the form of non-teaching equivalency assignments from the normal average workload of twelve (12) semester hours. It requires, however, that the departments prepare an equivalency table showing the criteria for a reduction in teaching hours and that this be approved by the department chairperson in order for it to be effective. Of nineteen (19) academic departments, only one (1) complied although all but one department allow such reductions. Consequently, there were marked differences in non-teaching equivalency assignments both within and between departments resulting in an inequitable distribution of workload among the faculty.

There are no contractual requirements relative to teaching equivalencies.

### FACULTY-STUDENT CONFERENCE HOURS

The contract-policy obligates the faculty "to be available to students". It fails to define or quantify this component of instruction nor does it establish any standards or criteria to be followed. Such availability is further diluted in that faculty are not required to be on campus on days when they have no scheduled classes and by the fact that the average time frame for faculty instruction on class days is three and one-third hours. The Faculty Handbook published by the college purports to require the establishment and posting of academic counselling hours but this is more hortative than directive.

### CLASS SIZE

The average class size at BSC is 19.9 students per section although the contract-policy provides that the normal average class size should be 30 students per section. This, of necessity, requires additional faculty.

## CLASS SCHEDULE

Although the contract-policy stipulates that the time span between the beginning of a faculty member's first class and the end of the last on any given day should not exceed eight hours, the actual mean time is three and one-third hours. There are no formal requirements that compel a faculty member to remain on campus after his daily classroom schedule is completed.

## RESEARCH

The contract-policy recognizes that teaching is but one of the responsibilities of the faculty. It stipulates, albeit in the alternative, that research is also a faculty obligation and this in addition to teaching. The contract-policy is silent, however, as to the definition of "research" and fails to state how work in this area is to be measured as an element of workload. Consequently, there are differing interpretations attached to "research" by individual faculty members with several not involved in it at all, while others were performing research activities which appeared to vary substantially from what would normally be considered as being part of the faculty's obligation under the contract-policy. Accordingly, unless "research" is clearly defined and related to faculty obligation in the area of workload, there is no way of assuring that extraneous activities in this area will be excluded and that all faculty will participate.

## SERVICE

The finding with respect to research can be reiterated relative to service. The contract-policy recognizes the necessity to engage in community service as an obligation of the faculty, but again as an alternative. This term is not defined, however, nor is it measured as an element of workload. Many faculty do not engage in this activity, others consider anything they do off-campus as fulfilling this requirement, while still others feel that this area is not a valid element of workload.

## ADDITIONAL FACTORS

### ATTENDANCE RECORDS

The successful efforts of the Faculty Federation to prevent the implementation of a faculty attendance reporting system ordered by the President of BSC has resulted in the lack of administrative control over an integral segment of faculty workload. The system finally agreed to by the Faculty Federation and which is currently in effect is insufficient. It was however, the best system attainable under the circumstances.

### ACADEMIC YEAR

The academic year has been defined by both the Board of Trustees and the contract as the period from September 1 to June 30. The faculty workload belies this definition because there are no faculty assignments during June, the tenth and last month of the academic year. The 1973-74 academic year consisted of 31 classroom instruction weeks from September 5, 1973 to May 16, 1974.

### FACULTY WORK WEEK

There is a lack of a positive definition of the faculty work week. Faculty are not required to be on campus five days a week. The only accountable measure of faculty workload is actual classroom contact hours.

### COMMENCEMENT EXERCISES

Faculty are not required to participate in commencement exercises even though they occur during the academic and contract year.

### SUMMER SCHOOL

The college offers graduate and undergraduate courses in the summer months through a program of continuing education. Ninety-six full-time faculty members at BSC taught in the first session of

the summer school which was conducted from May 28 to July 3, 1974. Most of this session (all but 3 days) was conducted while the academic year and the faculty contracts were in effect. This may not involve any illegalities, but it evidences the misimpression created by the definition of academic year.

## ACADEMIC FREEDOM

The contractual requirement that "...research for pecuniary return should be based upon an understanding with the authorities of the institution" has been ignored by both the faculty and the college administration. The latter adjudged the language of the contract limited and inadequate to accomplish its intended purpose, and this was obviously concurred in by the Faculty Federation. Consequently, although this and other outside activities by the faculty were prevalent and recognized, there was lack of interest by all concerned in establishing a control mechanism to comply with the intent of the contract.

## FACULTY STAFFING

Faculty positions at BSC are authorized and funded by the Legislature on a 1 to 16 ratio, i.e., one faculty position for each sixteen students. There appears to be no formal requirement or rationale for the use of this ratio. There is an inconsistency between its use and the language of the contract. The faculty-student ratio of 1 to 16 is unrealistic when related to the contract language regarding teaching load and class size.

## FACULTY COMPLEMENT

The administration at BSC hires part-time lecturers to supplement the teaching staff. The law vests the authority to hire lecturers in the Board of Trustees. The fact that contracts are made between BSC and the individual lecturers removes the Board of Trustees from the control of the appointment of staff as required by law. In addition, such lecturers do not come under the jurisdiction of the bargaining agent and consequently are not bound by the provisions of the contract.







---

## RECOMMENDATIONS

---



# RECOMMENDATIONS

This audit of the faculty workload policy at BSC sought to determine first, who had the responsibility for the promulgation and implementation of policies governing the utilization of faculty resources; second, whether there were clear and explicit policies regulating the same; and third, whether such policies served to improve efficiency, conserve public resources, and assure fair and equal treatment to all members of the faculty.

Our findings have indicated that the Board of Trustees has the responsibility to establish policy and that its implementation is the responsibility of the executive officer of the college, i.e., the president. With respect to the second and third issues, our findings are in the negative.

Accordingly, we submit the following recommendations:

- 1.) Clearer and more specific policies to govern faculty workload should be established by the Board of Trustees and incorporated into any subsequent collective bargaining agreements. These policies should permit of universal understanding and application.
- 2.) The Board of Trustees should require the college administration to establish a management control and reporting system to supplement the existing evaluation procedure. This would enable the Board of Trustees to monitor faculty workload practices to assure adherence to policy.
- 3.) The Senate and House Ways and Means Committees should re-evaluate the practice of apportioning full-time faculty positions on a 1:16 ratio.
- 4.) The Board of Trustees should develop a policy relative to part-time lecturers and should be a signatory to any agreement for part-time staff.

We wish to emphasize that the establishment of policy at BSC, and all other state colleges, is and ought to be the prerogative of the Board of Trustees and our recommendations on this subject are addressed to the Board of Trustees. We must suggest, however, that the Legislature has the authority to assume this responsibility should the Board of Trustees fail to fulfill it.

When clear and specific faculty workload policies are established, we recommend that the following be considered:

- Precise definitions of instruction, non-teaching equivalency assignments, and availability to students.
- Clarification of the extent of the academic year.
- Quantification of the work and output expected of the faculty with respect to instruction and its components. Included in this should be a schedule of all teaching and non-teaching equivalency assignments and their relationship to teaching, as well as a minimum schedule of faculty-student conference hours.
- Clear definitions as to what constitutes research and service, how each is related to faculty workload, and quantification of what is expected of the faculty with respect to each of these functions.
- A definite policy relative to academic freedom as it relates to research for pecuniary return.





---

## APPENDICES

---





## APPENDIX A

THE GENERAL COURT OF MASSACHUSETTS  
POST AUDIT AND OVERSIGHT BUREAU  
STATE HOUSE, BOSTON

WILLIAM H. FINNEGAN  
DIRECTOR

March 21, 1975

Mrs. Sylvia K. Burack  
Chairperson, Board of Trustees  
Massachusetts State College System  
53 State Street  
Boston, Massachusetts 02109

Dear Mrs. Burack:

Enclosed please find a copy of the preliminary draft of our report to be entitled "Faculty Workload - Boston State College." This report has not been released but copies have been forwarded to the President of the Senate and the Speaker of the House of Representatives. In addition, copies have been transmitted to the President of Boston State College and to the Boston State College Faculty Federation.

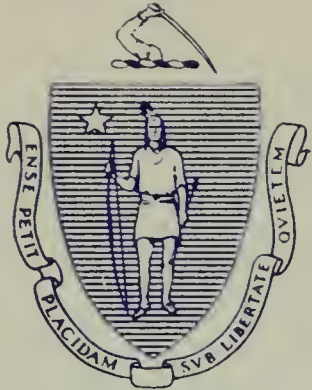
The report contains a number of findings and recommendations. I would appreciate receiving your written comments on them including information as to any specific actions that have been taken or will be taken with respect to them. Please have your written comments submitted to this office by April 4, 1975. Your response will be incorporated into the final draft of the report.

We shall be most happy to meet with you, at our office, to discuss the contents of the report on or before March 28, 1975. Should you desire to do so, please call our office and arrange an appointment. In the absence of such call, we will assume that such a meeting is not required.

Thank you for the assistance and cooperation extended by your staff during the course of this audit.

Sincerely,  
William H. Finnegan

WHF:epm



## APPENDIX B

THE GENERAL COURT OF MASSACHUSETTS  
POST AUDIT AND OVERSIGHT BUREAU  
STATE HOUSE, BOSTON

WILLIAM H. FINNEGAN  
DIRECTOR

March 21, 1975

President Kermit C. Morrissey  
Boston State College  
625 Huntington Avenue  
Boston, Massachusetts 02115

Dear President Morrissey:

Enclosed please find a copy of the preliminary draft of our report to be entitled "Faculty Workload - Boston State College." This report has not been released but copies have been forwarded to the President of the Senate and the Speaker of the House of Representatives. In addition, copies have been transmitted to the Board of Trustees of State Colleges and the Boston State College Faculty Federation.

The report contains a number of findings and recommendations. I would appreciate receiving your written comments on them including information as to any specific actions that have been taken or will be taken with respect to them. Please have your written comments submitted to this office by April 4, 1975. Your response will be incorporated into the final draft of the report.

We shall be most happy to meet with you, at our office, to discuss the contents of the report on or before March 28, 1975. Should you desire to do so, please call our office and arrange an appointment. In the absence of such call, we will assume that such a meeting is not required.

Thank you for the assistance and cooperation extended by your staff during the course of this audit.

Sincerely,

William H. Finnegan

WHF:epm





## APPENDIX C

THE GENERAL COURT OF MASSACHUSETTS  
POST AUDIT AND OVERSIGHT BUREAU  
STATE HOUSE, BOSTON

WILLIAM H. FINNEGAN  
DIRECTOR

March 21, 1975

Professor Thomas O. Power, President  
Boston State College Faculty Federation  
625 Huntington Avenue  
Boston, Massachusetts 02115

Dear Professor Power:

Enclosed please find a copy of the preliminary draft of our report to be entitled "Faculty Workload - Boston State College." This report has not been released but copies have been forwarded to the President of the Senate and the Speaker of the House of Representatives. In addition, copies have been transmitted to the Board of Trustees of State Colleges and the President of Boston State College.

The report contains a number of findings and recommendations. I would appreciate receiving your written comments on them including information as to any specific actions that have been taken or will be taken with respect to them. Please have your written comments submitted to this office by April 4, 1975. Your response will be incorporated into the final draft of the report.

We shall be most happy to meet with you, at our office, to discuss the contents of the report on or before March 28, 1975. Should you desire to do so, please call our office and arrange an appointment. In the absence of such call, we will assume that such a meeting is not required.

Very truly yours,

William H. Finnegan

WHF:epn.

APPENDIX D



*The Commonwealth of Massachusetts*

*Boston State College*

*625 Huntington Avenue*

*Boston 02115*

\_\_\_\_\_  
(Date)

LETTER OF AGREEMENT

I accept a temporary appointment to serve Boston State College as a part time Lecturer in \_\_\_\_\_ during the \_\_\_\_\_ Semester of the academic year 1973-1974. I will teach \_\_\_\_\_ 3-credit course(s) for a total salary of \_\_\_\_\_ which shall be paid from the 03 accounts of the College.

I understand that this agreement is self-terminating as of \_\_\_\_\_, 1974, and that beyond that date I have no further commitment to the College nor does the College have a further commitment to me.

In addition, I understand that the salary stipulated above is contingent upon an enrollment of not fewer than 10 students in each section and that a failure to achieve that enrollment may, at the discretion of the President of the College, result in a cancellation of a section or sections which would lead to an automatic termination of this agreement if all sections were cancelled or a proportionate reduction in the salary cited above if one or more sections remains active.

Signed \_\_\_\_\_  
(Part Time Lecturer)

\_\_\_\_\_  
Executive Vice-President  
(Boston State College)

---

## **RESPONSES**

**BOARD OF TRUSTEES OF STATE COLLEGES**

**BOSTON STATE COLLEGE FACULTY FEDERATION**

---







# *The Commonwealth of Massachusetts*

## MASSACHUSETTS STATE COLLEGE SYSTEM

53 STATE STREET

BOSTON, 02109

TELEPHONE 722-3400

April 9, 1975

The Honorable Francis X. McCann,  
Senate Chairman, and  
The Honorable Gerald P. Lombard,  
House Chairman  
Joint Legislative Committee  
on Post Audit and Oversight  
State House  
Boston, MA 02133

Gentlemen:

On behalf of the Board of Trustees, I wish to express to you, your Committee and the members of your staff our appreciation for the understanding and cooperation with which you approached the Division of State Colleges and Boston State College when undertaking the research for, and the preparation of, the Bureau's Faculty Workload Study at Boston State College. The recommendations and findings set forth in the Study have been reviewed by the Board of Trustees and the President of Boston State College, and it is our hope that we shall be able to implement those recommendations by reaching satisfactory agreement with the Faculty Federation in the course of the collective bargaining negotiations now in progress.

I should like to take this opportunity to comment on several of the assertions and conclusions set forth in the Study.

First, and by way of introduction, I believe it important for readers of the Study to know that the Boston State contract was the first collective bargaining agreement entered into with professional employees under the prior collective bargaining law, G.L. c. 149, which the General Court has since repealed and replaced with G.L. c. 150E.

### STATE COLLEGES AT:

Boston • Bridgewater • Fitchburg • Framingham • Lowell • North Adams • Salem • Westfield • Worcester

---

Massachusetts College of Art • Massachusetts Maritime Academy

Experience gained from administration of the contract and from the process of collective bargaining, especially since the enactment of the new collective bargaining law, has led the Board, during the collective bargaining negotiations now in progress, to propose new contractual provisions that are responsive to many of your recommendations and consistent with the attainment of the sound educational objectives that concern the College and the Board.

1. Faculty Complement

The Study concerns itself in part with the number of faculty positions allocated to the College and with the use to which these positions are being put. I believe that the information set forth in the Study with respect to this question is in some measure misleading, and so think it would be of help to you and the readers of the Study to present the facts more fully.

The Study correctly states that the number of full-time faculty positions authorized for the College is 344. That number has remained constant during the past four years. The Study also correctly states that 306 of those 344 positions were actually filled with full-time faculty during the academic year 1973-74, the period during which the Study was conducted. But the Study seems to suggest in a way that is not clear that 38 of those authorized positions were unfilled and consequently not utilized.

The actual figures are as follows:

Positions allocated

344

336½

7½

Positions filled

306 full-time appointments  
22½ filled with part-time  
appointments \*  
8 allocated to library  
and administrative  
services

336½ total positions filled

---

\* These 22½ positions funded out of the 03 account.



The Honorable Francis X. McCann  
The Honorable Gerald P. Lombard  
Page 3  
April 9, 1975

During the spring semester of 1974, the student population of the College had temporarily fallen from the normal budgeting average of 5,600 to slightly over 5,300; it was therefore unnecessary to make use of all the available faculty positions during that period. Since that time the student population has returned to approximately 5,600 and the 7½ vacancies have again been made use of.

Boston State College has not recruited full-time faculty members since 1971. Instead, the use of part-time faculty members has provided the College with the time and opportunity to assess its academic offerings in the light of current and future needs and to develop new career programs that respond to those needs in appropriate fashion.

As a result, programs in Public Service and Law Enforcement, Management and Nursing are now in operation at the College, and the options available to the students have thereby been substantially increased. The use of part-time faculty has made it possible for the College to adopt its academic programs in this fashion and thus to provide greater service without adding unnecessary full-time faculty to existing departments.

This spring, the College has advertised 17 full-time positions for the fall of 1975, and all of them supportive of programs that did not exist 5 years ago. In addition, the utilization of faculty in all departments has been reviewed each semester in order to determine that all full-time faculty have been fully employed in their professional capacities. Subsequent to the time of the Study, and where the evidence has clearly demonstrated that a department requires added full-time faculty, the department has this year been granted positions for which to recruit.

The deliberate choice of a planned adaptation of academic programs over a 4-year period is, on the evidence, justified by the results. New career programs have been begun and new positions to service them have been obtained from the existing faculty positions authorized 4 years ago.

The Honorable Francis X. McCann  
The Honorable Gerald P. Lombard  
Page 4  
April 9, 1975

From 1971 to 1975 Boston State College has husbanded its teaching positions in order to serve the new needs of students, for both instructional and administrative purposes, and to enlarge their future employment potential. Despite these adaptations and expansions, no deficiency budget appropriation has been required by the College during that four-year period.

Finally, I wish to point out that in every case in which a part-time faculty member has been employed at the College, information concerning that individual's qualifications has been forwarded to the Board for its consideration. The policy of employing part-time faculty for the purpose of enhancing the ability of the College to respond flexibly to changing student and community needs has been carried out with the knowledge of the Board. The results, I believe, have been greatly to the advantage of the Commonwealth and its citizens. The policy has, on balance, been directly responsive to the present academic and financial challenges that face public higher education.

## 2. Faculty Staffing

Recognizing, then, that this initial Collective Bargaining Agreement was a careful first attempt to resolve problems of common concern to the Board, the faculty and the community to students at the College, several provisions of the Agreement must be read as attempts, by way of compromise, to meet the differing needs and aspirations of these groups.

The meanings attached to these provisions derive from the will to compromise during the negotiations and reflect the academic traditions of the College within which a final understanding was reached. One such provision is that which stipulates that the "normal average class size shall be considered thirty (30) students per section" (Article IX).

It is important that I give meaning to this provision in the full context of the negotiations from which it emerged and of the academic traditions within which it was intended to have effect. A literal reading of that language has apparently led the authors of the Study to what, in our opinion, is one misunderstanding with respect to the faculty-student ratio.



The Honorable Francis X. McCann  
The Honorable Gerald P. Lombard  
Page 5  
April 9, 1975

The Board believes that the 16:1 ratio approved by the legislature provides an approximate norm for the Board's own effort to maintain the faculty-student ratio at an academically acceptable level. Your Study reveals that the Board and College administration have succeeded in doing so: during the period of the Study, the average class size at Boston State College was 19.9 students.

But the Study suggests that, by including in the Collective Bargaining Agreement the provision quoted above, the parties agreed to adopt the figure thirty (30) as a new norm by which actual class size might be measured. The parties agreed to the contractual use of the figure thirty (30), not for the purpose of establishing a fixed and appropriate norm, but to enable the Board to expand class sizes within the limits of this outside average should unforeseen contingencies so require. Properly read, then, the figure thirty (30) merely grants the Board contractual authority to deviate from the academically appropriate norm of twenty (20) should unforeseen contingencies ever dictate the need to do so.

The concomitant effect of the provision is to deny any faculty member the right to treat an assignment of more than the normal twenty (20) students as a contractual grievance; the faculty member's right not to be required to assume an excessive student load (Article IX) is abridged (and then only arguably) only if the average number of students assigned that faculty member exceeds thirty (30).

Thus, the figure thirty (30) is not a norm; nor did either party ever conceive that it might be academically desirable to increase the actual average class size above twenty (20). The figure thirty (30) was dictated by contractual necessity not by academic standards; it reflects the need of the Board, when bound by contractual provisions, to retain a management flexibility in dealing with the unforeseeable demands of the future.

Applying the figure thirty (30) as a norm, the Study concludes that the entire enrollment at the College might have been taught by 223 faculty rather than the 344 legislative allotted the College. This conclusion is based on what we believe to be the erroneous application of the figure thirty (30); conforming to sound academic practice, the Board has maintained a class average of twenty (20); in doing so it has made use virtually of the College's full complement of faculty. Any reduction of that complement would necessitate an increase in the average class size, a deviation from the accepted and actual norm and a depreciation of academic quality.

### 3. Faculty Evaluation

I understand that the contractual provisions of Article VIII governing the annual evaluation of all faculty members at the College were not included within the scope of the Study. These provisions, however, together with the applicable policies of the Board of Trustees, do in fact provide the mechanism whereby the performance of each individual faculty member is annually reviewed and evaluated by the Board. Thus, we should not wish to leave readers of the Study with the impression that the failure of the agreement to quantify the required amounts of faculty research, community service and academic advising deprives the Board in any substantial way of the ability to assess the contributions being made in these areas by the faculty members at the College.

### 4. Teaching and Non-teaching Equivalencies

The Agreement between the Board and the Federation expressly provides for the reduction of a faculty member's teaching workload whenever he has undertaken certain enumerated non-teaching duties:

"In determining faculty workloads and in making assignments the Chairman shall consider:

(g) Other Duties. Due consideration will be given to equivalent non-teaching duties including Department Chairmanship, Presidency of Federation, Administration or other Committees, special administrative duties, or in-service work with groups in the State."



The Honorable Francis X. McCann  
The Honorable Gerald P. Lombard  
Page 7  
April 9, 1975

The "equivalent non-teaching duties" exemplified in that language are the only non-teaching equivalencies for which there is any contractual sanction for the reduction of a faculty member's teaching workload.

While we understand that the Study based its conclusions upon data obtained from the College, it nevertheless does not distinguish these non-teaching equivalencies from a variety of non-classroom teaching assignments that are used to compute the total number of semester hours for which a faculty member is credited. Speech testing, the supervision of student teachers and the monitoring of laboratory experiences are all part of the particular faculty member's teaching assignment and are valued as much in determining the number of credit hours he is deemed to have taught. This in turn is measured against the contractual obligation to teach the "normal average faculty workload" of twelve (12) semester hours of instruction.

We do not believe the Study is correct, then, when it purports to treat both the non-teaching equivalencies and the non-classroom teaching assignments as commensurate reductions of a faculty member's teaching workload. Non-teaching equivalencies truly are thus; they are non-academic collegiate responsibilities for which time would be made available by means of the reductions in teaching workload for which the contract expressly provides. The non-classroom teaching assignments, however, are nothing less than a part of the traditional teaching duties of faculty at institutions of higher learning.

Finally, we are pleased to be able to inform the Committee that the Board has initiated steps in the context of pending collective bargaining negotiations to redefine the academic work year. It is anticipated that those negotiations will yield an agreement in this respect that is responsive to the recommendations of the Committee.

The Honorable Francis X. McCann  
The Honorable Gerald P. Lombard  
Page 8  
April 9, 1975

Once again, I wish to thank you, your Committee and your staff for the work done in the preparation of the Study and for the constructive recommendations that it contains.

Sincerely,  
Sylvia K. Burack  
Chairperson  
Massachusetts State College Board

SKB:ecc



# Boston State College Faculty Federation

AMERICAN FEDERATION OF TEACHERS

LOCAL 1943

625 HUNTINGTON AVENUE

BOSTON, MASSACHUSETTS 02115

April 18, 1975

Mr. William H. Finnegan, Director  
Post Audit and Oversight Bureau  
State House, Boston, Mass.

Dear Mr. Finnegan:

As suggested in your letter of March 21, I take this opportunity to respond to the Preliminary Draft of the Faculty Workload Study of Boston State College, as revised. My comments are arranged topically and references are by title to the relevant sections of the study and, in some instances to the Agreement Between the Board of Trustees of State Colleges and the Boston State College Faculty Federation. In references to the latter, the word "Agreement" is used.

## 1. Class Size and Student Faculty Ratio (FACULTY, STAFFING-CLASS SIZE)

It was understood by both parties in the negotiations for the agreement that the "normal average" class size of 30 students (p. 16 of the Agreement) was meant to be a desired maximum and that the purpose was to prevent, if possible, excessively large classes, and not to hold every faculty member to a minimum average of 30 students per class. This becomes apparent when the provision of the Agreement cited above is taken in context with the previous sentence, which reads in part:

Members of the teaching staff...shall not be required to teach an excessive number of semester hours of teaching, assume an excessive student load (underline mine) or be assigned an unreasonable schedule. (p. 16 of Agreement).

Moreover, this provision is qualified by the words "provided it is feasible or possible to do so by the President or his designee..." (p. 16 of Agreement) and both parties to the Agreement have engaged in long discussions over classes which have exceeded the 30 student limit.

The actual average class size of 19.9 students per section, which is largely dependent on the 16-1 ratio, is, in our opinion, necessary for effective instruction, particularly when independent study, basic skill courses, remedial courses, and student teacher supervision are taken into account, and is not out of line with current practices in institutions of higher education or even in public schools on the elementary and secondary level. On the college level, most institutions which have ratios higher than 16 to 1 employ a substantial number of graduate assistants and fellows to correct examinations, read term

papers, and sometimes teach sections of basic courses. These assistants and fellows do not count in the determination of the student faculty ratio. Boston State College does not employ graduate assistants or fellows, so that the work normally done by them must be done by the faculty. If the student-faculty ratio were to go much above 16 to 1, the College would be in serious danger of losing its accreditation.

2. Number of Full-Time Faculty in 1973-1974 (INSTRUCTION; FACULTY STAFFING; FACULTY COMPLEMENT)

It is stated that only 290 full-time faculty were actually teaching at the College in the academic year 1973-1974 and that 92 of these had reduced teaching loads. 171 sections were covered by part time O3 faculty during that year. Also it is normal in institutions of higher education for approximately 5% of the faculty to be on sabbatical leave in any given year and this should be taken into account in determining the total number of faculty positions allotted. With respect to teaching on a part time basis, the Faculty Federation has objected to this practice, where part-time O3 faculty have been hired to replace full-time O1 faculty.

3. Length of Time Between First and Last Class (CLASS SCHEDULES)

It is stated in the study that the average daily time span between the beginning of the first teaching period and end of the last is 3 1/3 hours. This time span does not recognize the large amounts of time spent on campus by faculty members in the performance of the non-teaching duties specified below in Paragraphs 5, 6, and 7.

4. Number of Teaching Days per Week (ADDITIONAL FACTORS - FACULTY WORKWEEK)

The graph entitled faculty class days gives a misleading impression. It indicates that 40 faculty members (16.5%) teach on only two or three days per week. Nowhere is it indicated that 19 of these faculty members are department chairmen who have reduced teaching loads.

5. Conference Hours (INSTRUCTION - FACULTY - STUDENT CONFERENCE HOURS; ACADEMIC COUNSELING - CONFERENCE HOURS)

All faculty members are required to submit conference schedules to the Academic Dean each semester. Most faculty tell their students at the beginning of the semester when and where their conference periods will take place. Most, in fact, do post them on bulletin boards or their office doors.

6. Committee Work (SERVICE - COLLEGE RELATED COMMITTEE ACTIVITY)

Faculty members spend a great deal of time on committee work. There are a total of 63 committees established by the Agreement. In addition, there are many more non-contractual and ad-hoc committees. It is impossible to calculate the number of hours faculty members devote to committee work, but in the aggregate the amount of time spent in both preparation for and actual attendance at committee meetings is enormous. There is no objection to the quantification of committee work if an effective system for this could be devised.



7. Definition of Research and Other Non-Teaching Duties and Lack of Accountability for Them (RESEARCH; ADDITIONAL FACTORS - FACULTY WORKWEEK; SERVICE - SURVEY EVALUATION; RECOMMENDATIONS)

It is true that research is not defined in the Agreement and that time spent in preparation for teaching is not, strictly speaking, research. Nor is time spent in laboratories and in grading and reading examinations, term papers, projects, etc., normally considered to be research. But faculty members devote a great amount of time to these duties. These duties obviously add to a faculty member's workload, and all faculty work-time should be formally recognized in some way. It is stated in the Study: "With the exception of actual class contact hours the answers of faculty relative to time spent during an average work week were not verified" and that there is no "accountable measure for faculty workload" except for instruction, other than the annual faculty evaluation. If the time spent on reading and grading examinations, term papers, projects, etc.; preparing for classes; doing research; committee work (para. 6 above); advising students (Para. 5 above); taking courses (at one's own expense) to improve one's teaching proficiency; and/or community service are taken into account in addition to classroom teaching, the faculty work week would be in excess of 37 1/2 hours. But as stated above it says in the Study that these are unverifiable and unaccounted for. Traditionally, college faculties have not been held accountable for these duties directly, i.e., accounting in accessible recorded form, for the actual time devoted to them. Therefore, records to account for them were not available to the Post Audit and Oversight Committee.

8. Non-Teaching Equivalency (FACULTY WORKLOAD - NORMAL AVERAGE WORKLOAD AND EQUIVALENCIES; INSTRUCTION - NORMAL AVERAGE WORKLOAD AND EQUIVALENCIES)

Even though most departments did not have the formal table for non-teaching equivalency, they know what it is in substance. We agree that there should be accountability for and specificity with respect to non-teaching equivalency.

9. Variations in Workload Between and Within Departments (CONCLUSION; SUMMARY OF FINDINGS - 4)

The Study notes a "marked variation in workload, both between and within departments" and that "there is no assurance of equality of workload...". This condition is inevitable, given the wide range of choice available to students with respect to courses and programs, instructors, and time of day for taking courses.

10. Benefit to the College of Faculty Research and Advanced Degrees (RESEARCH)

It is stated in the Study that "...researching new courses and studying for advanced degrees are activities pertinent to the advancement of the individual's professional standing and not of direct benefit to the College." We disagree with this statement. The knowledge obtained in such endeavors increases the proficiency of faculty members in the classroom and advanced degrees possessed by faculty members certainly add to the stature and reputation of the College as well as being a major factor in continued accreditation.

11. Faculty Attendance (ADDITIONAL FACTORS - ATTENDANCE RECORDS)

The Faculty Federation does not object to an effective system for verifying faculty attendance.

I thank you for this opportunity to respond to the Preliminary Draft of the Boston State College Workload Study.

Respectfully yours,

Thomas O. Power  
President, Boston State  
College Faculty Federation









